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## ABSTRACT

An overview of the National Program for Selected Population Segments (NPSPS), a group of eighty-two projects funded during fiscal year 1977 by the Comprehensive Employment and Training Act, Title III, is presented in this report. Chapter I provides an introduction to NPSPS. Chapter II reviews the administrative models used by the eighty-two projects and examines a common theme among them (affiliating with other service groups to maximize the impact of the project). The role of advisory councils is also examined. Chapter III provides a summary of project activities (programs for youth, older workers, handicapped workers, ex-offenders, women, rural workers, and other segments). Chapter IV contains the results of a survey designed to provide a perspective of NPSPS participants (325 Title III NPSPS participants and 170 Title I participants.) Finally, Chapter V presents and discusses the results of a follow-up study of the eighty-two projects after their funding year was over to learn what level of accomplishment the projects had achieved and whether they had been refunded through local monies for the following year. The appendices include an historical perspective of NPSPS programming, a summary of project types, project summaries, and information of projects focussing on women, handicapped, youth, ex-offenders, rural, older workers, and others. (JH)

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# New Approaches to CETA Training: An Overview of the Title III National Program for Selected Population Segments



R&D Monograph 69

U.S. Department of Labor  
Ray Marshall, Secretary

Employment and Training Administration  
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Assistant Secretary for Employment and Training  
1979

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Analyses of the results of the most significant of these studies, descriptions of process, handbooks of procedures, or other products designed specifically for planners, administrators, and operators in the CETA system are issued as monographs in a continuing series. Information concerning all projects in process or completed during the previous 3 years is contained in an annual catalog of activities, Research and Development Projects. This publication and those in the monograph series may be obtained, upon request, from:

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## FOREWORD

This monograph is an account of the National Program for Selected Population Segments (NPSPS). Under NPSPS, during FY 1977, CETA Title III (discretionary) funds supported 82 projects to improve employment and training services for women, youth, ex-offenders, handicapped, rural, and older workers. The NPSPS program supported innovative projects in the hope that successful ones could be continued by prime sponsors receiving NPSPS grants, and could be replicated by other CETA operators.

The Office of Research and Development (ORD) was asked by the CETA Research and Development Committee to conduct a study of NPSPS. The objective of the study was to document and analyze in considerable detail a number of NPSPS projects that appeared to be innovative and replicable. Three reports--Summary of NPSPS Proposals Funded, Indepth Reports (case studies of selected projects), and Report on the Overall NPSPS Experience--are available. This final report describes positive outcomes of the nationally initiated effort to serve special CETA "target" groups.

The study results show that NPSPS as a whole achieved its objective of providing employment and training services for special population segments who may not have received adequate services in the past. NPSPS met its objective of providing a testing ground for new ideas and programming approaches. Selected case studies of NPSPS have been used in regional Research and Development conferences conducted by ORD.

This study blended the needs of prime sponsors for information with practical application and the needs of research for objective data and analysis.

HOWARD ROSEN  
Director  
Office of Research  
and Development

## ACKNOWLEDGMENTS

This report is the fourteenth document published under ABT Associates, Inc.'s contract with the U.S. Department of Labor to document the National Program for Selected Population Segments. The efforts of many people have moved the contract from its conceptual stage through forty-two site visits, the participant survey, analysis of the data, writing twelve manuals, and this final report. The authors of this report have been central to the project's success, including Robert Jerrett, who has served as technical reviewer. At the Department of Labor, Employment and Training Administration, George Koch has served as project officer from the Division of Program Demonstration, along with Gale Gibson from the Office of National Programs. Regional administrators, prime sponsors, project directors, staff, and clients of the NPSPS projects have provided the cooperation, time, and information needed to complete the study. It is our hope that this report and the thirteen others will communicate to policymakers, program designers, and program operators the learning experience provided by NPSPS.

Louise Strayhorn  
Project Director

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## EXECUTIVE SUMMARY

### INTRODUCTION

This report presents an overview of the National Program for Selected Population Segments (NPSPS), a group of 82 projects funded during FY 1977 by CETA Title III. The local projects were targeted toward special population segments, including women, youth, handicapped workers, rural workers, ex-offenders, and older workers. NPSPS funds provided an arena for trying out new employment and training programming approaches. Equally important, this demonstration approach allowed for prime sponsors to learn from both the successes and the failures in the program. This report is part of the effort to disseminate that learning process.

The NPSPS program offered numerous benefits to its clients that had not been available under general CETA Title I programming. In addition, it permitted Title I prime sponsors to test the feasibility of innovative program models and of serving client groups which had not previously received specialized employment and training services. NPSPS also has benefited the entire CETA system by encouraging full implementation of replicable projects.

The design of the NPSPS program was innovative in itself: decisionmaking about local projects was shifted from the national to the regional level. In proportion to their Title I monies, regional offices were allocated funds which they awarded after selecting projects from proposals submitted by prime sponsors. Regional offices had full control over selection of projects and grant size (up to a \$400,000 ceiling). Thus, for the first time, regional offices were given control of a portion of their region's CETA funding. This design was successfully implemented with each region being responsible for selecting the most innovative and replicable projects among the many applicants.

The NPSPS program helped to strengthen the links between prime sponsors and regional offices and between the national office and the regions. Furthermore, the competitive grant application process permitted perhaps unorthodox but promising ideas to be developed into

programs and to be tested in the actual employment and training arena. Such opportunities for experimentation and implementation are necessary components of a large nationwide program like CETA.

Building linkages within the community was a common denominator of the NPSPS projects which expanded projects' capabilities beyond the scope of usual CETA activities. The primary impact of the linking with other community resources under NPSPS has been improved service for clients. However, linkages have also resulted in better use of existing services, cost savings for projects, increased cooperation among service agencies, decrease in duplication of efforts and generation of new in-kind contributions (both CETA and non-CETA).

Twelve of the 82 NPSPS projects were researched in detail and replication manuals were developed on them by Abt Associates Inc. These in-depth case studies indicated that, under NPSPS, innovation was found primarily among methods of service delivery and provision of support services. However, that most projects provided standard employment and training services was not a shortcoming; indeed, adherence to the basic CETA model while incorporating innovative variations proved that such changes are possible within a standard program. Replication is likely to be far more widespread under these circumstances than if the institution of a new program were to require substantial deviation from the established local CETA guidelines.

The following subsections summarize the major findings and conclusions presented in the body of this report. Findings are divided into (1) administrative issues, (2) results of the participant survey conducted by Abt Associates Inc. with NPSPS and Title I program completers, and (3) follow-up and outcome information.

## ADMINISTRATIVE ISSUES

### Findings

- Three administrative models were utilized under NPSPS: 51% of the 82 projects were operated directly by their prime sponsors, 39% by subcontractors, and 10% were operated by a combination of the prime and subcontractor.

- Projects for women and handicapped clients tended to employ administrative models which involved or relied on groups other than the prime sponsor. In contrast, the administration of youth projects was most frequently performed directly by prime sponsors.
- Coordination difficulties occurred frequently among projects which combined two or more independent agencies.
- Start-up problems were common to most projects. They needed more time for staffing, planning and recruiting. Along with the start-up problems many primes discovered that demonstration projects require more administrative support than do regular projects.
- Lack of familiarity with the CETA system created delays, frustrations and confusion for many projects. Many projects added new staff through the prime sponsor or the subcontractor. These new staff were rarely adequately familiar with the CETA system.
- When Advisory Councils altered their usual role and became actively involved in the NPSPS projects their contributions were timely and valuable.
- Linkages with other communities agencies were utilized by every project in one form or another.
- Regional offices varied in their reaction to the \$400,000 limit on grants; some funded projects at the level requested by the prime sponsors (whether \$400,000 or less), while others asked applicants to reduce their levels of effort so more grants could be funded.

### Conclusions

- No one administrative model seems to have been correlated with success. However, use of experienced service deliverers was certainly a plus.
- Project managers need to improve estimates of the amount of administrative time and money needed to coordinate with other agencies.



- Ambitious plans for early project start-up and the start-up process itself could have been more closely monitored by prime sponsors so that assistance could have been provided before problems escalated.
- Many of the project staffs needed additional training in the CETA system, its regulations and reporting requirements. Prime sponsors and/or regional offices could fill this need with more technical assistance and training.
- The prime sponsors' Advisory Councils could be more effectively used if their input was explicitly planned for by project management and prime sponsor officials. Specifically, they could address themselves to the tasks of assessing local labor market needs, locating/creating jobs and identifying strategies for client recruitment.

## SURVEY OF TITLE I AND NPSPS PARTICIPANTS

### Description

A telephone survey was conducted in February, 1978 with 325 NPSPS completers and 170 similar Title I completers. The purpose of the survey was to examine two informal hypotheses:

- NPSPS programs would serve special population segments and serve them in different ways than regular CETA programs.
- Employment services provided through NPSPS programs would lead to more positive outcomes than those provided through regular CETA programs.

Title I completers from the same population segment and prime sponsor who were served during the same time period were chosen as a comparison group.



No attempt was made to sample participants randomly from any program. The NPSPS programs surveyed were the same ones selected for in-depth case studies. Survey participants were as many completers as could be located by phone. Title I respondents were a sample selected by an official of each of the twelve prime sponsors.

Results reported here and in the body of the report cannot be generalized to all NPSPS programs or to all Title I programs. They can, however, be considered indications of the impact of the programs in which the respondents participated.

## **Findings**

### **Respondent Demographics**

- 75% of NPSPS and 61% of Title I respondents were female. 61% of NPSPS and 58% of Title I respondents were white.
- Survey respondents were evenly divided among three age groups ( $\leq 21$ , 22-35, and  $> 45$ ). Fewer participants in both programs were between 36 and 44.
- About 40% of all survey respondents had received less than a twelfth grade education; about the same number had graduated from high school. Overall, clients of the projects for handicapped and women were the best educated.
- The largest number of respondents were single. There were more divorced women in the NPSPS women's programs than in the total survey group.
- The largest proportion of respondents from both groups had no dependents (49% for Title I and 64% for NPSPS).
- Veterans were represented by 11% of Title I respondents and 7% of NPSPS respondents.
- The majority of respondents were long-term residents: 53% of Title I and 57% of NPSPS respondents had lived in their area for over 10 years.

- Respondents for the most part had not previously participated in employment and training programs. About one-third of each group had received other business or vocational school training. Few respondents had participated in another training or government program although more Title I respondents reported multiple program participation. The youth segment accounted for most of the respondents who had been in more than one program.

### Program Issues

- The main source of information about CETA programs was friends and relatives although more Title I (47%) than NPSPS (31%) respondents heard through the "grapevine." Young people were much more likely to hear of CETA through friends while newspapers, radio and TV reached older groups best.
- Two-thirds of participants expected to learn job related skills and a quarter expected to prepare generally for the job market. NPSPS participants, however, reported learning more than their Title I counterparts about preparing for the job market.
- NPSPS respondents consistently reported a greater number of job preparation services provided--such as resume assistance, letters of reference, transportation, counseling, job development, and salary support.
- NPSPS respondents were about twice as likely as Title I respondents to have had assistance in how to find a job, vocational counseling, how to work with people and how to act at an interview. NPSPS respondents were also twice as likely to have found this assistance "very useful" and to have learned "a great deal."
- Over 90% of NPSPS and 80% of Title I respondents found their training both interesting and useful.
- In both the Title I and NPSPS respondent groups, the proportion of people working substantially increased from pre to post program. The NPSPS participants changed from 45% working during the year before the program to 74% after the program. Title I changed from 43% to 75%.

- The proportion of full-time work increased by 13% for those who completed NPSPS programs (from 63% of those working to 76%), while those enrolled in Title I experienced a 10% decrease in full-time work (from 63% of those working to 53%).
- NPSPS respondents as a group showed greater wage improvements than Title I full-time workers. The proportion of NPSPS completers making \$3.00 per hour or more increased from 32% to 59% while the proportion of Title I respondents in this wage bracket decreased slightly from 43% to 39%.
- Wages of all respondents before enrollment were significantly lower for part-time than for full-time work. After the program the numbers of part-time workers making less than \$2.50 per hour was reduced for each group.
- Service and clerical/sales were the largest job categories for all respondents, both before and after the program.
- About a third of each respondent group was looking for work at the time of the post-program interview.
- In comparing the skill level needed for pre and post-program jobs, slightly less than half of both respondent groups felt that their present job demanded more skill. Over twice as many Title I as NPSPS respondents found their new jobs less demanding.
- NPSPS was perceived to be more helpful than Title I in getting both first and all post-program jobs.
- Two-thirds of NPSPS respondents found their training "very helpful" in getting a job. About half of Title I respondents described their training as "very helpful."
- The CETA program office was perceived by respondents as a source of employment information. It was mentioned most often by both respondent groups as a source of information about jobs.

- NPSPS respondents were happier with their current jobs in terms of projecting long-term satisfaction with the type of work. In particular, NPSPS seniors and handicapped clients wanted to continue the same sort of work.

### Conclusions

- NPSPS seems to have been successful in its outreach efforts to serve special population segments who had not been served through other CETA programming.
- NPSPS participants reported higher levels of service, more enthusiasm and satisfaction with their program experiences. They also showed solid gains in the number of job-holders, the proportion of full-time jobs and wage earning power. These gains provide strong evidence that the NPSPS projects were effective in meeting the employment and training needs of special groups.

### FOLLOW-UP AND OUTCOME INFORMATION FROM PROJECTS

In order to update information on funds expended, client outcomes, refunding issues and implementation successes and problems, a mail questionnaire was sent in January, 1978 to the prime sponsor contact person identified for each of the 82 projects funded. Telephone follow-ups were employed to increase the response rate. A total of 76 projects provided data.

### Findings

- Of the 76 projects reporting, 33 or 44% were refunded to continue in FY78. Most of these projects were refunded through prime sponsors' Title I monies. Refunding was usually at close to the level of funding originally awarded.
- 34 projects were funded at less than \$200,000 and 42 were funded at \$200,000 or more.

- 52 projects spent the amount of their award while 21 spent less and 2 spent more. 28% or 21 projects failed to spend their entire allotment within the period of their grant.
- Difficulties in start-up operations and client enrollment caused considerable delays during the first quarter of operation. 25 projects received end date extensions into FY78.
- Once project operations were started, many NPSPS projects found their service delivery plans to be unworkable or inappropriate to their target population. As a result, they either changed their program informally or, if changes in budget items were necessary, requested grant modifications.
- Changes in services or project objectives during the first year were more often on the side of increasing services or the number of clients to be served. There was little pattern to the changes, although there was a tendency for programs which served clients well out of the mainstream (rural blacks in the South, female ex-offenders, juvenile delinquents, severely handicapped) to need to add services after their start-up.
- Program MIS data indicate that a total of 19,361 clients were served under NPSPS. Reports on ten projects were not available, and 16 projects provided only interim data.
- Placements in PSE were reported by 39 projects (51%), with 94 participants placed in Title II and 380 placed in Title VI.
- The most frequently reported problem in operating an NPSPS program was "coordination." The next most frequently mentioned items were slow start-up, only one year's funding, employer attitudes and negotiating the bureaucracy.
- The most frequently reported valuable aspect of NPSPS funding was "allowed program for new target group." The second most frequently mentioned item was "permitted more client services."

## SUMMARY

NPSPS as a whole has achieved its objective of providing employment and training services for special population segments who had not received targeted services in the past. It also accomplished its purpose of providing a testing ground for new ideas and programming approaches.

A third purpose of the program was to promote innovative and replicable projects: the testing ground was to lead to improved services which would be replicated elsewhere. Of course, not all of the projects were innovative, or as innovative as might have been desirable, yet most projects added a new twist to their services. Traditional programs were combined with new service delivery approaches and reached a different segment of the CETA eligible population. Prime sponsors were given and used an opportunity to implement programs that may have been used elsewhere before but were innovative within their jurisdictions.

The reported refunding of 44% of the 76 projects answering the Abt Associates follow-up questionnaire suggests two things: first, that the NPSPS projects were not far from the mainstream of CETA programming and could be replicated and incorporated into the on-going activities, and secondly, that these projects were sufficiently successful and supported to merit continuation. As mentioned earlier, the fact that the projects were not dramatically different from many standard programs is a positive aspect: this will probably aid in future replication.

NPSPS was not a radical departure in employment and training programming. Rather, changes were incremental programming variations intended to tailor CETA services for the selected population segments. For special groups throughout the country to benefit from the NPSPS experience, the national office, regional offices and prime sponsors will need to continue disseminating this past year's learning among their own staff and across the country.

## **1.0 INTRODUCTION TO THE NATIONAL PROGRAM FOR SELECTED POPULATION SEGMENTS**

The National Program for Selected Population Segments (NPSPS) was a \$20 million program funded under CETA Title III during FY '77. In response to Section 301(a) of the CETA legislation, the Secretary of Labor allocated funds to provide employment and training services to members of a number of special population segments. Such special services were designed to allow these individuals to compete more effectively in the labor market. The NPSPS program was intended to serve women, rural workers, youth, ex-offenders, older workers and handicapped clients. Other special segments, such as migrant workers and Native Americans, are covered through other Title III funding. An enumeration of NPSPS projects by segment group is given below:

<u>SEGMENT</u>	<u>NUMBER OF PROJECTS</u>
Women	26
Handicapped	21
Youth	16
Ex-offenders	7
Rural	4
Older Workers	5
Other	<u>3</u>
	82

The \$20 million allocated for the NPSPS program was divided among the ten ETA regions in proportion to the size of their Title I funding. Only prime sponsors of Title I programs were eligible to apply for NPSPS funding. Regional offices were given full authority to award one-year grants within their funding limitation. No minimum size or number of grants was mandated. The only requirements were that no grant exceed \$400,000 and that no prime sponsor receive more than one grant.

Each prime sponsor was permitted to submit only one grant proposal. Proposals were developed according to specifications stated in a



Solicitation for Grant Application (SGA) distributed in June, 1976. Two hundred and sixty prime sponsors submitted a total of \$75 million worth of grant proposals. The tables on the following two pages present a breakdown by segment and by region of the proposals submitted and grants awarded.

This method of funding--allocating a certain amount of money to each regional office and permitting the regional offices to select the best proposals--was new to the Employment and Training Administration. Before CETA, all grants for local projects were authorized through Washington; regions did not have funding responsibility or authority. Under Title I of CETA, each prime sponsor is allocated a certain level of funding, which it divides among local projects as it sees fit. Although regional office approval of Title I plans is required, the regional office does not control the level of funding. Under NPSPS, the National Office provided the funds to the regions, and the regions then had the power to select primes and programs for funding and to negotiate the amount of the grants. This system was selected because there was only enough NPSPS funding to permit a small proportion of primes (less than 20%) to participate. Therefore, the process had to be a competitive one. The regional offices were deemed best able to evaluate competitive proposals, as they knew the localities and their needs well.

As can be seen from Table 1.2, regions allocated their funds in different ways. Region X, for example, awarded only two grants, while Region VIII, with less money, awarded five smaller ones. While some regions, such as VII and IX, spread their allocations relatively evenly among segments, others concentrated on one group. This latter tendency was found for youth in Region VI and for women and handicapped in Region V.

Just as the method of funding was different from the standard CETA formula system, the selected projects were also intended to be different from the ordinary Title I services offered. NPSPS was designed to give prime sponsors the opportunity to test the feasibility of new or additional services not previously offered in their communities. The desired outcome from NPSPS was new program models which could be replicated by prime sponsors across the country, and which would represent some advance or innovation in



**Table 1.1**  
**Proposals Submitted - NPSPS**

<u>REGION</u>	<u>HANDICAPPED</u>		<u>RURAL LABOR FORCE</u>		<u>WOMEN</u>		<u>YOUTH</u>		<u>OTHER</u>		<u>TOTAL</u>	
	#	\$	#	\$	#	\$	#	\$	#	\$	#	\$
I	4	1,013,000	1	320,000	9	2,583,000	1	400,000	2	800,000	17	5,116,000
II	9	3,104,838	3	753,711	10	2,479,557	5	1,514,950	5	1,344,251	32	9,197,307
III	1	400,000	1	216,206	6	1,725,000	8	2,615,800	7	2,244,780	23	7,201,178
IV	8	2,110,000	1	200,000	13	3,981,000	4	1,443,000	13	4,580,000	39	12,314,000
V	15	4,786,978	1	226,000	18	3,587,127	11	3,296,629	10	2,813,277	55	14,710,111
VI	3	933,633	3	1,008,610	7	2,548,014	5	1,753,646	7	1,267,906	25	7,501,811
VII	1	400,000	0	0	1	344,000	3	551,000	8	1,405,845	13	2,700,845
VIII	0	0	1	85,000	6	915,661	3	407,511	1	37,520	11	1,445,692
IX	6	6,827,207	3	1,113,507	5	2,016,665	9	2,788,734	9	3,409,536	32	11,155,649
X	2	540,277	1	392,648	3	712,801	4	1,162,340	3	827,605	13	3,635,671
<b>TOTAL</b>	<b>58</b>	<b>15,125,933</b>	<b>14</b>	<b>4,332,682</b>	<b>70</b>	<b>20,892,825</b>	<b>53</b>	<b>15,933,610</b>	<b>65</b>	<b>18,730,822</b>	<b>260</b>	<b>75,015,872</b>

Table 1.2  
Grants Awarded - NPSPS

REGION	HANDICAPPED		RURAL LABOR FORCE		WOMEN		YOUTH		OTHER		TOTAL	
	#	\$	#	\$	#	\$	#	\$	#	\$	#	\$
I	0	-	0	-	2	602,608	1	200,000	2	350,000	5	1,152,608
II	1	400,000	1	164,065	4	1,179,165	1	273,243	3	708,808	10	2,725,281
III	5	1,326,092	1	283,435	2	450,000	0	-	1	62,688	9	2,122,215
IV	2	546,474	0	-	5	1,330,573	2	718,761	2	637,080	11	3,232,888
V	6	1,961,152	0	-	7	986,789	2	752,854	2	538,507	17	4,239,302
VI	1	216,572	0	-	1	322,482	3	1,025,106	1	369,230	6	1,933,389
VII	1	400,000	0	-	1	76,047	2	253,935	2	140,000	6	869,982
VIII	0	-	0	-	2	265,000	2	197,480	1	37,250	5	499,730
IX	4	1,136,408	2	378,281	2	262,625	2	380,385	1	300,000	11	2,457,699
X	1	331,490	0	-	0	-	1	400,000	0	-	2	731,490
TOTAL	21	6,118,188	4	825,781	26	5,475,289	16	4,201,764	15	3,143,635	82	19,964,657

employment and training programming. NPSPS was funded for one year only. After the first year, successful NPSPS projects could be picked up as part of a prime's regular Title I operation.

The projects funded by the regions were a mixture of innovative and conventional approaches to providing services. Most projects provided classroom training, work experiences, OJT or placement, or some combination thereof; in this way they were similar to Title I funded projects. However, under NPSPS, many conventionally structured programs were able to experiment with new services, training modules or client/service combinations. For example, some of the women's projects which aimed to place women in non-traditional jobs offered physical fitness training. At least two projects for women ex-offenders provided housing for these clients. As another example, there was nothing new in Sacramento's developing 29 PSE jobs in the California state government, but what they did under NPSPS--put ex-offenders to work in the State Department of Corrections--was certainly new.

Although NPSPS projects served primarily to provide opportunities for innovative programming, individual project objectives usually maintained their employment and training focus. Like other CETA programs, most projects aimed for placements. Yet some projects did not focus on placements but chose to provide services for clients who were not yet ready for job training or placement. These projects aimed at smoothing the transition from unemployment to CETA Title I services. Another approach used by a few projects emphasized the value of employing a small number of clients to help a larger number of their peers. All of these models had been used in CETA before; now they have been adapted to meet special needs.

As these examples indicate, the NPSPS-funded projects gave a new twist to CETA services. Prime sponsors had the opportunity to select programs that best fit the needs of a particular population segment. They provided something different, and hopefully, highly useful, to the special segment toward which the services were directed.

## 2.0 IMPLEMENTATION OF NPSPS

A total of 82 NPSPS projects were implemented and each one has its own story about how and why it operated and what successes and problems it encountered. Prime sponsors had the freedom to administer the projects through whatever organizational mechanism best met the needs of their local situation. Many projects were brand new efforts to serve a population segment while others continued and/or expanded on previous efforts. Some projects changed their administrative organization part way through the year while others found their arrangement satisfactory.

This chapter reviews the administrative models used by the 82 projects and examines a common theme among all of them. The common theme is linking--affiliating with other service groups to maximize the impact of the project. All of the projects linked with other groups on either a formal or informal basis, and all found that this approach extended the services they could provide to clients. This chapter also looks at the role of advisory councils in NPSPS and how they could strengthen future administrative approaches.

### 2.1 Administrative Models

Three administrative approaches were used by prime sponsors receiving NPSPS funds. The majority of projects were operated by the prime sponsors as part of or in addition to their ongoing activities. In these projects the primes had administrative responsibility for the entire project and delivered services themselves or subcontracted for a specific service such as vocational training. The second model used was to subcontract, usually with an existing community agency, for the administration and implementation of the whole project. The prime sponsor then provided monitoring and MIS support. The third approach combined the prime sponsor model and the subcontractor model so that administrative responsibility was shared. Of the 82 NPSPS projects, 42 were operated by the prime, 32 were subcontracted and 8 combined a prime and a subcontractor.

Table 2.1 displays the administrative models used by all 82 projects. Of the 12 projects which Abt Associates examined in detail,

five were operated by the prime, six were subcontracted and one was a combination administrative approach. Table 2.2 lists the 12 projects and their administrative arrangements.

Table 2.1  
Administrative Models of 82 NPSPS Projects

Population Segment	Number/% of Total Projects Funded	Number/% of Total Projects Operated by Prime	Number/% of Total Projects Subcontracted	Number/% of Total Projects Operated by Combination
Women	25 (30%)	9 (21%)	12 (38%)	4 (50%)
Handicapped	21 (26%)	10 (24%)	9 (28%)	2 (25%)
Youth	16 (19%)	11 (26%)	5 (16%)	0 (0%)
Ex-Offenders	8 (10%)	6 (14%)	2 (6%)	0 (0%)
Rural	4 (5%)	2 (5%)	1 (3%)	1 (12%)
Seniors	5 (6%)	3 (7%)	2 (6%)	0 (0%)
Other	3 (4%)	1 (2%)	1 (3%)	1 (12%)
<b>TOTALS</b>	<b>82 (100%)</b>	<b>42 (51%)</b>	<b>32 (39%)</b>	<b>8 (10%)</b>

Women's projects tended to employ models which relied heavily on groups other than the prime sponsor for project administration and service. While women's projects accounted for 30% of all NPSPS projects, they comprised 38% of those projects whose administration was subcontracted out, and one-half of those projects which used a combination approach. Even amongst those women's projects which were administered by the prime sponsor, there was considerable reliance on the use of women's groups such as community women's resource centers (e.g., Monmouth County and Boulder, Colorado) to provide services.

In contrast, the administration of youth projects was most frequently performed by prime sponsors directly. Youth projects comprised one out of five of all NPSPS projects, but better than one out of four of those administered solely by prime sponsors. Amongst the youth projects that used the subcontractor model, local offices of human resources such as the New Orleans,

**TWELVE "EXEMPLARY" PROJECTS\***

**Table 2.2**

<u>Project/Location</u>	<u>Prime Sponsor/Location</u>	<u>Type of Prime Sponsor</u>	<u>Type of Project Administration</u>
<b>JOB TRAINS</b> Ravenna, Ohio	Portage County Commissioners - Ravenna, Ohio	County	Operated by prime New project
<b>Youth Employment &amp; Training Service</b> Albuquerque, NM	Governor of New Mexico	Balance-of-State	Subcontracted to state youth agency: NM Committee on Children & Youth 3 components = new projects 1 component = expansion of existing project
<b>Preparation &amp; Employment Program for Special Youth</b> Cincinnati, Ohio	City of Cincinnati Manpower Services Division Cincinnati, Ohio	City	Subcontract to Citizens' Committee on Youth Continuation & expansion of prior program
<b>Non-traditional Employment for Women</b> Crookston, Minnesota	Governor's Manpower Office State of Minnesota St. Paul, Minnesota	Balance-of-State	Run by prime through local BOS office New project
<b>The Displaced Homemakers Project</b> Fort Wayne, Indiana	Ft. Wayne Area Consortium Ft. Wayne, Indiana	County Consortium	Shared by prime and YMCA subcontractor New project
<b>Training for Women in Non-Traditional Jobs</b> Monmouth County, NJ	Monmouth County Board of Chosen Freeholders Freehold, New Jersey	County	Operated by prime New project
<b>Project Esperanza</b> San Jose, California	Santa Clara Employment & Training Agency San Jose, California	County	Subcontract to Economic and Social Opportunities Inc. New project
<b>Mobile Education &amp; Training Project</b> Powhatan/Goochland, VA.	Richmond Area Manpower Planning System Richmond, Virginia	County Consortium	Subcontract to Powhatan/Goochland Community Action Agency New project
<b>Project Employ</b> Columbus, Ohio	Office of Manpower Development Columbus, Ohio	Balance-of-State	Subcontract to the Ohio Bureau of Employment Services New project
<b>Manpower Services for the Handicapped</b> Baltimore, Maryland	Baltimore Metropolitan Manpower Consortium Baltimore, Maryland	City	Operated by the prime Expansion of pilot project
<b>The Senior Aide Program</b> Greeley, Colorado	Weld County CETA Greeley, Colorado	County	Operated by prime Continuation & expansion of pilot project
<b>HEART</b> Ft. Myers, Florida	Board of County Commissioners Lee County, Florida Ft. Myers, Florida	County	Subcontract to Board of Education Continuation, expansion & refocusing of prior project

\* Replication manuals have been developed for each of these projects and are available through NTIS.

Louisiana Office of Manpower and Economic Development or the Springfield, Missouri Human Resources Department were favored.

Although the reasons for choosing a particular administrative arrangement varied considerably from site to site, the availability of local groups with track records in the service of the particular population segment in question must have been an important criteria. This may help to explain the relative reliance on subcontractors amongst the women's projects, compared to the lack of this type of delegation amongst youth projects. Indeed, it may be that there were relatively few localities which had (or perhaps knew about) local youth-oriented groups. Curiously, two of three youth projects that were deemed exemplary by Abt Associates staff were administered by local youth-oriented groups. These were the PEPSY project in Cincinnati, Ohio, administered by the Citizens' Committee on Youth, and the YETS project in New Mexico, operated by the New Mexico State Committee on Children and Youth.

An example of the combination model was the Displaced Homemaker's Project (DHP) in Fort Wayne, Indiana. The project's original grant application was submitted by the Fort Wayne Area Consortium, with a subcontract to the United Way of Allen County. The designated United Way agency was the Fort Wayne YWCA. The YWCA project staff--two coordinators and a clerk--were responsible for developing and administering a five-week orientation course on basic employment and life skills, community resources, employment options, credit and budgeting, and diet. The prime sponsor's project staff (project director, three counselors, secretary) handled the pre-orientation week, client selection, counseling, and support service referrals in addition to coordinating overall project management. Each cycle of the DHP program lasted for six weeks.

The YWCA was originally included in the project's organization because the prime sponsor had not previously served women as a special group. The YWCA was experienced in serving women and the combination created a strong team. At the end of the project's first year the DHP director made two observations:

- The experience of running DHP with the YWCA helped to build the prime sponsor staff's capabilities so they could operate the project on their own in the future.



- Operating the project completely from the prime's offices would eliminate the difficulties inherent in coordinating with another (any other) agency.

Coordination difficulties was a theme which recurred frequently in NPSPS projects which combined two or more independent agencies. While the inclusion of an agency with relevant experience and expertise added to a project's ability to serve its clients, it also added problems. Lack of control over staff employed by another agency was most frequently mentioned as an administrative difficulty. Taking more time to make decisions, differing goals and objectives, lack of experience with CETA and ambiguous lines of authority were also major disadvantages.

Several of the projects serving handicapped or ex-offender clients arranged a variation of the "operated by prime" or subcontract model by formally including other state or local agencies in their organization while the prime sponsor or subcontractor maintained administrative responsibility. This was not usually the case among projects serving other population segments.

Six projects serving handicapped clients affiliated with other state or local agencies; most commonly included was the Division of Vocational Rehabilitation or its equivalent. Other groups included were associations for retarded citizens, the State Employment Service, an agency serving the visually impaired, mental health associations, Goodwill Industries and community colleges. The affiliated groups served a variety of functions from client referral and assessment to training and placement.

Project Employ in Columbus, Ohio was operated as a subcontract from the Office of Manpower Development (Balance-of-State prime sponsor) to the Ohio Bureau of Employment Services (OBES). The project director was the OBES Chief of Counseling and the two project coordinators were "on loan" from the Bureau of Vocational Rehabilitation (BVR) and the Economic and Community Development Department, respectively. The coordinators were quite familiar with the BVR's approach to serving its clients and were themselves handicapped individuals. The combination of their experience and the OBES services and structure created a project which addressed



itself to a challenging task: coordinating some of the functions of the Bureau of Vocational Rehabilitation and the State Employment Service.

The Bureau of Vocational Rehabilitation in Ohio traditionally has been the group which assists handicapped residents to become job ready and to find jobs. At the same time the Bureau of Employment Services has an extensive system for placing people in jobs. Although OBES had not focused specifically on handicapped clients, they had served handicapped persons along with their usual clients. The basic idea of Project Employ was a simple one: train 24 handicapped individuals to serve as vocational counselors and place them in local Employment Services offices to serve other handicapped people. This approach would combine the needed specialized attention with the existing employment services in order to serve a client group of concern to both the Bureau of Vocational Rehabilitation and Employment Services.<sup>1</sup>

While the project was basically successful in serving its clients, the attempt to link functions and approaches of different agencies in order to serve a client group of common concern was its major problem. In looking towards next year's operation the OBES Chief of Counseling and project director felt that the project could be operated more effectively by the OBES on its own. With Project Employ services to handicapped clients have increased substantially over previous years and this could be continued. However, differences over the project's goals and objectives, blurred lines of authority, and the coordinator's lack of experience with ES and CETA were administrative stumbling blocks which the project director felt could be eliminated by hiring staff directly into OBES or by reassigning current staff.

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<sup>1</sup>Under Project Employ, 2234 clients were counseled during the first year and 56% were counted as positive terminations. One thousand eight hundred and eighteen clients entered competitive, nonsubsidized jobs and 47% kept their job over 90 days as of September 30, 1977. The project has been extended and expanded through a combination of CETA Title I and the Governor's discretionary funds.

A coordination approach, using criminal justice agencies, was also employed by three projects serving ex-offenders. Programs for offenders and ex-offenders have been encouraged for many years by LEAA and other corrections agencies to use this approach. One NPSPS project in Michigan was operated in the Macomb County Jail Rehabilitation Center by the Macomb County Community Services Agency. Vocational training in the fields of electronics or auto repair were provided for sentenced or detained inmates; average time in the program was 13 weeks. Upon release from the jail, additional training, job placement, and other social services were provided through the Macomb County Community Services Agency.

The Macomb project has been run by the Center Director who is responsible to the prime, the county sheriff, the county Board of Commissioners, the Michigan Office of Criminal Justice Programs and LEAA. Managerially and administratively the Center operates independent of both the prime and the county sheriff's department, though it has personnel and financial ties to both institutions.

This NPSPS project was perhaps unique; it was able to combine Title III funds with existing funds and services which are not commonly available. The Title III budget of \$138,747 was used primarily to operate the training component of the Center. The Center was constructed with about \$300,000 from LEAA and some county funds. Additional operating funds continue to come from CETA, LEAA, the county, and the Michigan Office of Criminal Justice Programs. The Macomb project is a sophisticated example of the linkage approach used, in some form, by nearly every NPSPS project.

The three administrative approaches described allowed prime sponsors a new measure of flexibility. As part of this flexibility many primes were able to enhance their own staff's experience and expertise and they are better prepared for the next year. Not all of them will repeat the administrative arrangements they tried out, but they valued the opportunity to experiment and to learn.

## **2.2      The Role of Advisory Councils in NPSPS**

As part of its administrative structure, each prime sponsor has an advisory council made up of community representatives. Its general purposes are to provide leadership in the planning, operation and evaluation of the program, to represent the residents within the program and the program before the residents, to maintain contacts with the larger community, and to assist in securing funds for the program. In the context of NPSPS the advisory councils performed their normal functions of reviewing and commenting on plans for the projects.

However, some councils took a more active role in an NPSPS project and the result was positive. One council which took an active interest in their NPSPS project was the Fort Wayne Area Consortium Advisory Council. The Council monitored the progress of the Displaced Homemakers Project and requested that a four-member Evaluation Committee assess the project's achievements. Personal interviews were conducted with the displaced homemakers and the project staff. The committee was impressed with the program and was convinced that "responding to all the counseling needs of the client is the only way to get clients job-ready."

While CETA Advisory Councils were actively involved with NPSPS projects in only a limited number of cases, many NPSPS projects created or had access to their own advisory councils. This was predominantly true for projects that were administered by a subcontractor which represented a community-based organization. Two examples are Project Esperanza, which was administered by the local community action agency, and the Boston Non-Traditional Jobs Program, which was administered by the Boston YWCA.

To achieve its goals, Project Esperanza used the council that advises the Women's Program Unit of Economic and Social Opportunities Inc. (ESO), the local CAP agency. Their fifteen-person advisory board includes representation from public agencies, private agencies, private industry, and the community as indicated below:

- **Public**
  - City of San Jose
  - Association of Bay Area Governments
  - City of Mountain View
  - Welfare Department
  - State Legislature (through membership of an assembly-woman)
  - Probation Department
- **Private**
  - Lockheed Corporation
  - AMDahl Corporation
  - IBM
  - Fairchild Camera and Instrument Company
  - Aertech Industries
  - National Semiconductor
- **Other Agencies**
  - Women's Coalition Group
  - Puerto Rican Women's Group
  - Black Women's Group
  - Mexican-American Women's Group
  - Affirmative Action Group
  - Blind Persons' Committee
  - Welfare Workers' Group

The Advisory Board met once a month. While board members did not spend a lot of time on Esperanza business, their affiliations and interest in the program made them effective in lobbying for the program, advising staff on big problems and decisions, and in mobilizing resources at critical times. The example of Esperanza's Advisory Board is presented to illustrate the range of community resources which can be available to projects through their own or the prime's advisory councils.

In Boston, the YWCA's project director organized a special advisory council for the Non-Traditional Jobs project. The panel included representatives from various universities, colleges and social service organizations, as well as representatives from potential employers such as the Massachusetts Bay Transit Authority, Greater Boston Community Development, Inc., and New England Telephone. Panel members met monthly as a group, but more important

perhaps were their frequent informal contacts with the project director and staff. Informally, they were able to suggest a number of local employers who provided work experience slots and subsequent jobs to project graduates. Indeed, Boston's project director admitted that if there were one aspect of the project she would conduct differently had she to do it all over again, it would relate to the project's use of its advisory council. She stated that she would facilitate a more sustained, active involvement on the part of the council, which was so valuable in the few areas in which it was active.

For most NPSPS projects, then, the active use of CETA or other advisory councils was not pursued in the press of project start-up. This situation is unfortunate, since advisory councils can be effectively used in virtually all phases of project activity, including start-up.

For example, advisory councils represent one source of information about local needs which could supplement and serve as a reality check for the labor market statistics which are often used to document need. Too often the task of assessing a community's employment needs was performed in a perfunctory manner with the staff relying on inappropriate, inaccurate or outdated statistics. This "needs assessment" sometimes led projects down the wrong path. Had the Monmouth County Women's project realized that the mere existence of automobile dealerships does not necessarily imply the existence of job openings for women in this field, for example, the choice of auto sales as a training area might have been abandoned. An advisory council composed of representatives of local employment agencies, private industry and women's groups might have counseled the program away from this area at the start.

By the same token, had Boston's project made a more concerted effort to involve union members actively on its council, the project might have had better success in transitioning its women into union apprenticeship programs. While this is only speculation, it is certainly true that councils, whether existing or newly-created, are an important link to the community and a potentially valuable resource. They represent special interests within the community and can be used as advocates for departing from some of the usual ways of operating employment and training programs.

In addition to assessing area employers' needs and locating Work Experience, OJT slots, or jobs for participants, councils can also identify sources and strategies for client recruitment and groups which can serve special service needs. Advisory council inputs should be explicitly required of future NPSPS projects, and project proposals should be required to specify how and when the advisory council will be involved in project endeavors. As is the case in program administration in general, lack of time was often blamed for not using the advisory councils more effectively. The time needed for their input should be a planned part of a project's management.

### **2.3      Community Linkages: Maximizing Impact**

The common denominator among NPSPS projects was the linking of a project with existing community resources in order to expand the project's capabilities beyond the scope of usual CETA activities. The populations served through NPSPS often needed employment and support services beyond those normally provided by the primes; such additional services usually existed within the community.

The primary impact of the linking with other community resources under NPSPS has been improved service for clients. Other impacts, however, were also evident. They included:

- Better use of existing services.
- Cost savings for projects.
- Increased cooperation among service agencies.
- Decrease in duplication of efforts.
- Generation of new in-kind contributions.

Linkages occurred at every level of the projects. Some projects formalized the linkages by subcontracting with other agencies to provide specialized services, such as Goodwill Industries' assessment of handicapped clients. Other projects continued and strengthened relationships which already had been established with other agencies. Still other projects utilized their staff's



personal knowledge of the community's resources and their contacts within the community service network. Linkages with other parts of the prime were also common. For instance, some primes centralized the intake and assessment functions. In projects which were not aimed at job placement, clients often were referred to Title I or VI at the end of the Title III project.

The most common level of linkages was comparatively informal. An NPSPS staff member working with a client would draw on his/her own knowledge of the community in order to refer a client to another service agency. A poignant example comes from the Youth Employment and Training Service project (YETS) in Albuquerque, New Mexico.

*Olivia was a young mother of two (ages 2 and 4) whose husband was in Albuquerque awaiting a kidney transplant. She came to the YETS Coordinator in desperate need of a job. Her utilities had been turned off and her landlord was evicting her for nonpayment of rent. The first thing the Coordinator did was to take the family into her own home. Then she took Olivia to St. Vincent de Paul (a Catholic charity) for a cash grant, to the CAP agency to get her utilities paid, to the welfare office to file an application and to every housing authority in Santa Fe to get on the waiting list.*

*With the Coordinator's help, Olivia was able to keep her family together while their father was away. By the time he returned from his convalescence, Olivia had a job for herself and an apartment for the family.*

This story is perhaps dramatic, but it is not unique. Overall, NPSPS staff cared about the clients they worked with and went out of their way to help program participants through a wide network of community service agencies.

Many projects assessed a client's overall needs in order to become job-ready as a normal part of intake and assessment. Then a package of services was developed that could be provided directly by the project, through other services offered by the prime, and by referral to other community agencies. In the Non-Traditional

Employment for Women (NEW) project in Crookston, Minnesota, intake was handled by the Balance-of-State CETA offices. Then NEW staff and the client prepared a personal Employability Development Plan (EDP). With inputs from counselors, clients, and the job developer this plan mapped the steps participants would take in preparing for their job.

Linkage was the fundamental idea behind the Senior Aide Program in Greeley, Colorado. By providing part-time employment for 17 Senior Coordinators the project has created an outreach network serving older residents who lived in rural areas and were isolated from available services. The project's goal has been to coordinate existing public and private services and to make them available to senior citizens through information, referral, and transportation provided by the local Senior Coordinators.

The gamut of services and help can be illustrated with the following examples of what Senior Coordinators did:

- Informed seniors of the availability of the Senior Nutrition Program. As an extension of this effort, aides recruited volunteers to help serve meals, reserve town halls or school facilities, and place orders for the meals.
- Scheduled transportation services with the Mini-Bus Service, available to seniors at no cost.
- Located seniors eligible for the Winterization Program--assisted them in filling out application forms and supported them through the necessary bureaucratic evaluation process.
- Identified seniors in need of health care services including those of the Well Oldsters and Health Care/Homemaker Aides.
- Recommended other seniors for peer counseling positions with the Mental Health Center.
- Arranged with local school districts for senior free admission to school events.



- Arranged for special senior extension courses in subjects such as pottery and crafts.
- Choreographed volunteer activities including transportation, publicity, entertainment, arts and crafts instruction and construction aid to seniors.

The Senior Aide Program has accessed an impressive array of community resources. Testimony to its success is the fact that they have developed a network of 650 volunteers who work with the paid Senior Coordinators. The Greeley Senior Aide Project is also an example of the resourceful generation of new in-kind contributions. In-kind contributions have increased steadily since the program began and as the project's outreach network has grown. The categories and estimated dollar values presented below may in fact understate the total value of in-kind contributions but should give some idea as to the solid support which has backed the program.

#### In-Kind Value for One Year

Station sites furnished by towns or individuals	\$ 32,640
Telephones furnished by towns or individuals	3,672
Meeting halls donated	8,160
Volunteer hours @ 2.50/hour	158,450
Volunteer miles @ .15/mile	<u>25,709</u>
	\$228,631

Another example of the positive impact of linking an NPSPS project with other services can be drawn from the Mobile Education Training Project (METP) in Virginia. Two motor homes were converted into mobile classrooms which took education and training to rural workers in a four-county area. As described by the Manpower Coordinator of the Powhatan-Goochland Community Action Agency:

**NETP has enhanced Title I in the counties of Powhatan and Goochland in the following ways: the lack of transportation has been minimized for the people....In Haydensville, through the jobmobile we have recruited for student work experience, adult work experience, Title VI and other manpower activities....Residents of the area found out more about CETA due to the increased visibility in the county.**

One of the most valuable lessons which other program administrators can draw from the NPSPS experience is to recognize, access and coordinate the wealth of resources available in their own community. At the same time, the difficulties of coordinating with other groups must be recognized and handled by project administrators. Working with other groups requires additional time--for making decisions, for involving, consulting and informing other people, and for following up on decisions. The extra time also translates into more money for administration and the amount of management time necessary is easily underestimated. It is not always easy to coordinate with other groups but the linkage approach offers the advantage of extending a project's impact.

### 3.0 PROGRAMMING APPROACHES APPLIED UNDER NPSPS: A SUMMARY OF EACH SEGMENT'S PROJECTS

This chapter offers the reader a narrative summary of project activities conducted under NPSPS. It is intended to present the range of approaches taken in response to the needs of these special segments. Information reported here was gathered from all 82 projects during their active phase and after their grants had expired. More detailed information presented here was gathered in visits to thirty of the projects.

#### 3.1 Programs for Youth

Sixteen youth oriented projects were funded under NPSPS, with all but Region III participating. Funding ranged from \$56,975 to \$400,000, with an average of \$270,000 per grant. Projects directed toward youth are listed on the following page.

Because Work Experience is the service offered by CETA to participants with little or no previous job history, it is not surprising that all but one, or 94%, of the programs for youth offered Work Experience. Besides being the service of choice for young people since they lack previous employment, Work Experience is appropriate for youth because positions can be structured as full-time, for out of school youth, or part-time, for young people still in school.

A number of programs made creative use of their Work Experience programs. In the New Mexico Balance-of-State project, for example, trainees were employed in three types of "Youth Helping Youth" positions. Some worked in "Dial-a-Teen", offices where employers and youth could be matched for odd jobs in the community. Others worked in the schools, as tutors and recreation directors. Still others worked with pre-school and handicapped children, in day care centers throughout the state. The prime sponsor's funding proposal had suggested these Work Experience positions as opportunities to help both youth of the present and youth of the future.

The St. Charles County, Missouri project also made use of Work Experience trainees in a helping role. Seven women and three men,

## Youth Projects

### Region I

New Haven Labor Market Area Consortium -- Youth Job Upgrading Program

### Region II

Broome County Manpower Planning Service -- Youth Assessment and Vocational Training Program

### Region III

None

### Region IV

Georgia Department of Labor Employment Security Agency -- Rural Skills Center

Clearwater, Florida Manpower and Planning Council -- Vocational Assistance Center for Probationers

### Region V

City of Cincinnati -- Preparation and Employment Program for In-School Delinquent Youth

Portage County Commissioners -- Job Teams Program

### Region VI

Cameron County -- Comprehensive Employment and Training Program

City of New Orleans -- Youth Development Program

New Mexico Balance of State -- Comprehensive Employment, Counseling and Training Services to Most Needy Youth

### Region VII

City of Springfield -- Counseling Project

St. Louis County Department of Human Resources -- Project to Train Youth in Job Development and Vocational Counseling

### Region VIII

Pueblo County Manpower Administration -- Part-time Public Sector Employment Project

Jefferson County CETA -- Intensive Services to Youth Entering the Labor Force

### Region IX

Alameda County Training and Employment Board -- Vocational Counseling and Academic Training Program for Poly-Drug Using Youth

Honolulu Office of Human Resources -- Youth Employability Program

### Region X

Pierce County Manpower -- Career Guidance and Work Experience Program

<sup>1</sup> See Blew, Carol, "Join the Employed Generation: PEPSY Preparation and Employment Program for Special Youth," DOL/ETA, 1978.

<sup>2</sup> See Lad, Lawrence, "Putting the 'Teams' Spirit in Youth Training," DOL/ETA, 1978.

<sup>3</sup> See Goldberg, Judith, "Addressing Youth Employment Needs: The Youth Employment and Training Service," DOL/ETA, 1978.

ages 19-21, were given three weeks of intensive training as Youth Center Developers. Two of these youths were placed in each of five State Employment Service offices as "peer coaches" for young people seeking employment. Project designers felt that advice on how to get a job (e.g., cut your hair; wear a tie; don't chew gum) coming from a peer would not be dismissed as adult preaching. The Youth Career Developers made 576 indirect placements and assisted 682 others to obtain employment. They have all been retained in their jobs into 1978 through Title VI funding.

A unique approach to Work Experience which did not entail peer services was implemented in Portage County, Ohio. High school dropouts aged 16-21 were placed, in groups of four, in eight co-ed work groups with supervisors. Each work group was designated as a "team" in the athletic sense, and the eight teams competed in attendance, productivity and work quality. The teams worked mostly outdoors, in parks and open land. Winning teams were rewarded with banquets and with recognition in the "Job Teams Newspaper". The purpose of this novel approach to Work Experience was to induce a high attendance rate in the participating youths and to teach them good work habits.

About half of the youth programs offered OJT to participants. Unlike Work Experience, OJT takes place in the private sector, with the employer paying half of the trainee's wages and promising to hire the trainee full time if the OJT period is successful. These characteristics make OJT both more difficult to arrange and more valuable for the participant. Most programs developed OJT slots only for youth who had some previous job history and who expressed an interest in a particular trade or occupation. Because OJT contracts for youth are invariably negotiated for entry-level positions, a problem arises when employers' openings are for second level rather than entry level jobs.

The New Haven Labor Market Area Consortium designed an innovative approach to this problem. In an attempt to create primary entry level jobs, the project approached some of the larger employers in the New Haven area with the following plan: CETA will help you upgrade an unskilled employee to a skilled position within the firm if you agree to fill the vacated entry-level position with a

youth referred by the project and working under an OJT contract for the first few months.

The project recruited youth for the entry-level OJT's from those who were completing work experience under Title I as well as youth registered directly with the project. Of the 40 youth who completed OJT's as of March 1978, 20 were hired by their employers and 20 terminated as "other positive".

The other projects for youth which offered OJT did not feature it as a central feature. They negotiated OJT contracts on an individual basis for participants who were ready for it. It is interesting to note that a number of projects were forced to reduce their planned number of OJT slots because the participants were ready for employment only at the Work Experience level. At least one project, on the other hand, added OJT as a service when staff found that their participants needed a third option in addition to Work Experience and unsubsidized jobs.

### 3.2 Programs for Older Workers

Five NPS/S grants were awarded to prime sponsors for projects targeted at older workers. Regions II, IV, VI, VII, and VIII awarded one grant each, at an average cost of \$218,000. Projects serving predominantly older workers are listed on the following page.

Of the five, three were operated directly by the prime sponsor and a fourth was operated partially by the prime and partially by a local agency providing services to seniors. Program designs fell into two categories--those which offered the usual CETA services to seniors and those which trained seniors to help other seniors. An example of the former model was the City of Wichita Older Workers Project. Clients were mostly women over 55. They were provided with either classroom training (in one of six industrial skills determined to be in demand in that area), OJT or direct placement. Support services were provided by Senior Services, Inc., a community agency in the same building as the CETA office. This spatial contiguity made it easier for the program to reach

Older Workers Projects

Region I

None

Region II

New York Balance-of-State -- Home Health Aide Training Program

Region III

None

Region IV

<sup>4</sup> Lee County Board of Commissioners -- HEART (Health Education and Rehabilitation Training) Program

Region V

None

Region VI

Greater Fort Worth Manpower Consortium -- Older Workers Job Training and Employment Program

Region VII

City of Wichita -- Older Workers' Training and Employment Program

Region VIII

<sup>5</sup> Weld County CETA Senior Aide Program

Regions IX and X

None

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<sup>4</sup> See Holmes, Michaelyn, "Transplanting HEART: A Replication Manual," DOL/ETA, 1978.

<sup>5</sup> See Skinner, Jan and Michaelyn Holmes, "Seniors as the Focus of Community Effort: The Weld County Senior Aide Program," DOL/ETA, 1978.



its target group, a segment that is one of the most difficult to attract. The project, on a \$40,000 budget, achieved 100 indirect placements of older workers.

An example of the latter model--seniors trained to help other seniors--was the Weld County, Colorado Senior Aide Program, established in 1975 by a Program for Local Service (PLS) VISTA volunteer. NPSPS funding enabled the program to expand throughout the entire county. Senior Aide Coordinators were participants over age 55 who work 20 hours a week providing outreach and referrals for agencies providing services to the elderly. This program was operated on \$37,520 of NPSPS funds. The project director estimated, however, that the program received six times that amount in in-kind and volunteer contributions, including 63,380 hours of volunteer labor. Most of the local communities in Weld County picked up the small cost (\$2,600) of keeping a Senior Aide Coordinator working after the NPSPS funding ended.

All of the older worker projects provided some form of transportation assistance, a major obstacle in the training, placement and retention of this segment. For example, one project (Wichita) offered automobile mileage reimbursements, while another, in Lee County, Florida, took training into outlying areas. A third project (New York Balance of State) hired a transportation aide.

### 3.3 Programs for Handicapped Workers

One out of every four NPSPS projects served handicapped clients. Of the 10 Balance-of-State prime sponsors who received NPSPS grants, four served handicapped clients. These included Delaware, Virginia, West Virginia and Ohio. Every region except Regions I and VIII conducted at least one such program, with Regions III, V and IX offering the majority of them. Of the 21 projects, 13 were funded at \$300,000 or more. Projects which served handicapped clients are listed below:

## Projects for Handicapped Workers

### Region I

None

### Region II

Somerset County -- Program for Mentally and Physically Handicapped

### Region III

Philadelphia Area Manpower Planning Council -- Program for Vocational Education and Skills Training for the Mentally Handicapped

<sup>6</sup>Baltimore Manpower Consortium -- Manpower Services for the handicapped and Disabled Veterans

West Virginia Governor's Manpower Office -- Work Experience/OJT Program

State of Delaware Intergovernmental Manpower Service -- Short-term Occupational and Vocational Training and Rehabilitation Program

Virginia Governor's Manpower Council -- Work Experience for the Blind

### Region IV

Birmingham Area Manpower Consortium -- Placement Project for Moderately to Severely Handicapped Persons

Alamance County Board of Commissioners -- Job Training, Counseling and Employment Project

### Region V

TRICO Consortium -- Project to Train and Place Severely Disabled Clients in the Food Service and Sales Industry

<sup>7</sup>Columbus, Ohio Office of Manpower Development -- Project to Hire and Train Disabled Counselors in Occupational Analysis and Job Development

Madison County Consortium -- Disabled Veterans Program

Winne-Fond Consortium -- Supported Work Program

Grand Rapids Area Manpower Planning Council -- Comprehensive One-Stop Service Project

Genesee-Lapeer-Shiawassee-Flint Employment and Training Consortium -- First Entry Work Experience and OJT Program for Retarded Adults

### Region VI

North Texas State Planning Region Consortium -- Personal Adjustment and Job Evaluation Project

### Region VII

City of Omaha -- Job Placement in Growth Occupations Project

### Region VIII

None

### Region IX

City of Berkeley CETA -- Disabled Paralegal Advocate Project

Inland Manpower Association -- Placement Program for Job-Ready Handicapped Veterans

City of Oakland Department of Manpower -- Coordination, Training and Placement Project for Moderately Handicapped

City of Los Angeles -- Civil Service Jobs for the Handicapped

### Region X

City of Tacoma -- Work Experience Project

<sup>6</sup>See Chabotar, Kent and Peter Desmond, "Target: Manpower Services for the Handicapped, Baltimore, Maryland," DOL/ETA, 1978.

<sup>7</sup>See Desmond, Peter and Mark Johnston, "Ready, Willing and Disabled: The Story of Project Employ," DOL/ETA, 1973.

The majority of programs served physically disabled participants, although four were directed to retarded adults, one to blind individuals and three to both physically and mentally disabled clients.

Of all the segments, projects for handicapped workers were most likely to be operated either by subgrantees or by the prime sponsor in conjunction with subgrantees. They also tended to affiliate with state and local agencies already serving handicapped clients. In most cases the purpose of such arrangements was to permit special types of vocational assessment or vocational training that CETA prime sponsors were not equipped to handle. In a number of cases the subgrantee was the State Department of Vocational Rehabilitation, the publicly funded agency in each state which helps handicapped individuals learn marketable skills and obtain necessary support services.

Two programs employed the peer services principle that has been described for youth and older workers programs. One, operated in Berkeley, California by the Center for Independent Living, recruited disabled persons with backgrounds in counseling to be trained as Disabled Paralegal Advocates (DPA), to offer free legal advocacy services to persons with disability-related legal problems. The DPAs were given 150 hours of classroom instruction at the National Paralegal Institute at UC-Berkeley, and then set up in an office in a storefront across the street from the main offices of the Center for Independent Living, a multi-service center for handicapped persons. The DPAs gave advice to disabled persons who felt they had been discriminated against and they worked with a number of local employers to help them to revise their affirmative action plans. Other services performed by DPAs included running rap sessions once a week in the evening, speaking to community groups and working with rehabilitation counselors to familiarize them with the full range of their clients' rights.

Emphasis on placement, often the cornerstone of a CETA program, was relaxed in the Berkeley DPA project. Their plan required 40 unsubsidized placements as project outcomes. Although the project evolved into an outreach and advocacy rather than an employment program, a total of 12 placements were made. The program has been refunded in FY 78 by City of Berkeley under Title I.

In contrast, the other peer services program focused centrally on direct placement. The Ohio Balance-of-State prime sponsor, under Project/Employ, trained 24 disabled persons to be employment counselors and then placed them in offices of the Ohio Bureau of Employment Security throughout the state. Paid under PSE funds, the counselors achieved some impressive results: 3198 employers were contacted; 2234 disabled job applicants were assessed and counseled; 1818 applicants were placed in non-subsidized jobs. The latter figure represents an achievement of more than double the planned number of placements. The Governor of Ohio was so impressed with Project Employ that he assigned the project additional funds from his 4% discretionary budget. This extra support, plus Title I re-funding of the original program, has permitted 40 additional disabled counselors to join the staff.

### 3.4 Programs for Ex-Offenders

Seven ex-offender projects were funded under NPSPS. Region II operated two projects, while Regions I, III, V, VI and IX operated one ex-offender project each. Grants ranged from \$62,688 to \$300,000 with an average of \$177,000 per grant. Ex-offender projects are enumerated on the following page.

All but one of these projects were operated by the prime sponsor itself. Although programs were designed to address the particular needs of ex-offenders, the primary emphasis of each was on the usual CETA services--training and placements. As in the case of several other segments, the innovativeness of the programs lay primarily in their structuring of service delivery or in their provision of specialized support services. For example, two of the three projects serving only female ex-offenders provided housing for the participants when necessary. Project staff felt that women often get involved in criminal activity because they are living with and dependent on a man who commits a crime. It is important that such women be offered alternative living arrangements when they are released from prison so they can avoid becoming

Ex-Offender Projects \*

Region I

Cumberland County Commissioners -- Skills Training, Orientation,  
Counseling and Work Experience Project

Region II

Niagara County Manpower -- Training and Education Project

County of Onondaga -- Job Readiness and Life Skills Project for Women  
Ex-Offenders

Region III

Prince William County Manpower -- Vocational Counseling, OJT, Job Place-  
ment and Follow-up Project

Region IV

None

Region V

Macomb County Community Services Agency -- Vocational Training Program  
in Electronics or Auto Repair for Sentenced or Detained Inmates

Region VI

None

Region VII

Black Hawk County, Iowa -- Comprehensive Service Program for Female  
Ex-Offenders

Region VIII

None

Region IX

Sacramento-Yolo Employment and Training Agency -- Parole/Probation Jobs  
Program

Region X

None

\*Project Esperanza, which served women ex-offenders in San Jose,  
California, was funded as a women's project.

trapped into a similar situation again. Thus the NPSPS programs incorporated housing arrangements into their employment and training design.

Another example of traditional service delivery with an innovative, segment-specific variation was the program operated in the Macomb County Jail by the Macomb County, Michigan prime sponsor. The jail inaugurated a new Rehabilitation Center, built with LEAA, county and state funds, early in 1977. Inmates eligible to live there and take part in the NPSPS program were those who met CETA guidelines and were not security risks. Participants received all the standard employment and training services which were possible in the institutional setting. After assessment, they were given either counseling and support services or counseling, vocational training and support services. What was unique about the Macomb County program was that it brought inmates into the CETA system while they were still in jail and familiarized them with the range of employment services available to them after their release. Although the project has not yet concluded, it has already achieved 106 post-release job placements.

The "peer services" design which was used in all other segments was implemented in a somewhat different manner for ex-offenders. The Sacramento-Yolo Employment and Training Agency placed ex-offenders in pre-professional PSE jobs in the California State Department of Corrections. The project received 800 applications from ex-offenders for the 25 available slots. The most promising 200 were interviewed by a committee of CETA staff and Department of Corrections representatives. The large number of applicants permitted the project to select well-educated, low-risk individuals. Project staff justified this "creaming" because of the need for this type of pilot project to be 100% successful in order to prove its feasibility to skeptical state civil service officials.

Although about a third of those placed under the program actually worked with parolees or probationers, the emphasis of the project was less on peer services than on helping ex-offenders get jobs in state government, the largest employer in the area. The Corrections Department was chosen for placement because its staff was least likely to object to working with ex-offenders. Of the 39



different participants who filled the 29 PSE slots over the project's life span, 23 were subsequently placed either within state government or elsewhere in the Sacramento area. Project staff's biggest disappointment was the difficulty encountered in obtaining waivers of civil service requirements which would have allowed participants to keep their jobs after the programs ended.

### 3.5 Programs for Women

Projects for women were awarded 26 grants, more than any other target group. Nine of the 10 regions funded at least one women's project. No women's projects were funded by Region X, which only awarded two NPSPS grants. County and consortium prime sponsors operated most of the women's programs, which were concentrated on the East Coast and in the Midwest. Funding levels ranged from \$32,625 to \$400,000, with most projects at about \$200,000. Women's projects funded under NPSPS are enumerated on the following page.

Operation of women's programs was divided about evenly between subgrantees and prime sponsors. In three cases the subgrantee was the YWCA; in five cases, a college or community women's center; in three cases, the local CAP agency. As in the case of other segments, traditional employment and training services were provided, with innovation primarily confined to support services or methods of delivery of services.

The programs, for the most part, emphasized training in non-traditional fields. In fact, of the 22 programs that offered classroom training, Work Experience and/or OJT, all but two featured non-traditional areas. Although "non-traditional" usually connotes construction trades, NPSPS women's programs did not limit themselves to these hard-to-crack occupations. Examples of skill training offered are:

- building maintenance
- automobile sales
- insurance sales
- air conditioning repair and maintenance
- wastewater treatment plant operation



## Women's Projects

### Region I

City of Boston -- Preparation for Nontraditional Occupations  
Hillsborough County Human Development Administration -- Southern New Hampshire Training Program for Nontraditional Occupations

### Region II

Westchester-Putnam Consortium -- Nontraditional Jobs Program  
8 Monmouth County Board of Chosen Freeholders\* -- Training Program for Nontraditional Jobs  
Bergen County CETA -- Voucher Program for Women  
Middlesex County Freeholders -- Women's Management Internship Program

### Region III

City of Wilmington -- Counseling and Nontraditional Jobs Placement Program  
Virginia Department of Manpower Services -- Special Employment Opportunities Program

### Region IV

Broward Manpower Council -- Freedom of Career Choice Program  
Memphis-Shelby County Consortium -- Career Awareness for Young Girls and Training for Nontraditional Jobs for Women  
Louisville-Jefferson County Manpower Consortium -- Employer Relations and Creative Employment for Women Project  
Brevard County Board of Commissioners -- Career Counseling and Training for Nontraditional Employment  
Montgomery Manpower Consortium -- Displaced Homemaker's Project

### Region V

Saginaw CETA -- Supportive Services and Placement Project  
Lansing Tri-County Regional Manpower Consortium -- Female Head of Household Welfare Recipient Program  
City of Hammond Manpower Planning Council -- Achievement Motivation for Women  
9 Port Wayne Area Consortium -- Displaced Homemaker's Project  
WOW Consortium -- Orientation and Training for Nontraditional Occupations  
10 State of Minnesota Governor's Manpower Office -- Upgrade OJT and Classroom Training for Nontraditional Employment  
Marathon County Planning Office -- Improved Employability and Alternative Job Scheduling Program

### Region VI

Texas Panhandle Regional Planning Commission -- Women Heads of Household Program

### Region VII

Independence, Missouri Manpower Resources Office -- Paraprofessional Program

### Region VIII

South Dakota Balance-of-State -- Apprenticeship in Nontraditional Jobs  
Boulder County Employment and Training Administration -- Reapplication Skills Project

### Region IX

Marin County Manpower Department -- Job Search Skills and Public Relations Project  
11 Santa Clara Employment and Training Agency -- Project Esperanza for Female Offenders

### Region X

None

- management
- ship fitting
- home appliance repair
- computer repair
- welding
- small business ownership
- electronics technology
- personnel management
- truck driving

The popularity of non-traditional jobs lies, quite simply, in their pay scales. Most of the women who enrolled in these programs had little interest in being pioneers or misfits. They simply wanted a living wage which could keep them self-sufficient.

Information on starting wages of program graduates supports the assumption that non-traditional jobs pay well. Eleven of the fifteen women who enrolled in a computer technology class sponsored by the Fairfax County, Virginia prime sponsor completed the program and found jobs. Their average starting salary was almost \$10,000. The placement rate for the first class of building maintenance trainees of the Boston prime sponsor was 85%, with an average wage of \$4.43 per hour. Women who were upgraded under the NEW program of the Minnesota BOS prime sponsor improved their salaries by an average of 35%.

Although higher wages were the goal of most program participants, self-confidence often needed improvement as well. Most of the programs for women included a major emphasis on group counseling and assertiveness training. In many cases the group sessions were the full time participant activity for the first several weeks of the program. In fact, four of the NPSPS women's programs offered counseling only, with further services provided by other CETA Titles.

An example of a counseling-only design was the Women's Employable program of the Independence, Missouri prime sponsor. Operated under a subcontract by the Women's Resource Center of the University of Missouri at Kansas City, the program pays women \$2.30 an

hour for up to 400 hours of assertiveness training, personal counseling and vocational guidance.

Originally, project planners envisioned a structure which proved unworkable. Forty-five women were to be trained as paraprofessional group leaders. Eighty hours of training in vocational awareness and group leadership were supposed to culminate in three-member teams leading outreach workshops in the Independence community to inform other women about job search skills and vocational opportunities. The group leaders were to be paid only after their training was complete, and the community women were not to be paid at all. Because attendance at training cost participants money for child care and transportation, few women were able to attend. The project design was therefore changed, so that all participants met on the UM-KC campus and all received allowances.

Besides financial support during training, women in NPSPS programs were provided with a wide range of auxiliary services, many of them innovative. Already mentioned was the housing available to women in two programs for ex-offenders. In addition, two of the programs which offered non-traditional job training accompanied their skill training with physical fitness classes, to help trainees meet the strenuous demands of their training and subsequent employment. Other programs in non-traditional jobs offered remedial math courses when they found that many women were frightened by the calculations required in the jobs for which they were training. Another program provided loans for car repairs so clients could get to their OJT placements.

It is interesting to note that very few of the women's programs aspired to or achieved direct placements. An innovative aspect of NPSPS was the rejection of the opportunity to place women in available jobs, most of which are service oriented, low paying and dead end. Instead they concentrated on indirect placements in jobs with higher pay and more opportunity for advancement.

One program which seemed to accomplish both direct and high quality placement was the Non-Traditional Employment for Women (NEW) project of the Minnesota Balance-of-State prime sponsor. Like the

New Haven program for youth discussed in Section 3.2, the NEW program was structured for two levels of placement--upgrading of women already working and placement of project clients in the vacated positions.

### 3.6 Programs for Rural Workers

Very few rural projects were selected for funding under NPSPS. Regions II and III funded one each and Region IX funded two. Grant awards ranged from \$164,065 to \$283,433. Rural projects are listed below:

<u>Rural Projects</u>	
<u>Region I</u>	None
<u>Region II</u>	Lawrence County, New York -- Assistant Manager and Agricultural Worker Program
<u>Region III</u>	<sup>12</sup> Richmond Area Manpower Systems -- Mobile Education and Training Program
<u>Regions IV - VIII</u>	None
<u>Region IX</u>	Tulare and King Counties Comprehensive Manpower Agency -- Job Training for Rural Women City of Merced Manpower Development -- New Career Opportunities for Economically Disadvantaged Rural Women
<u>Region X</u>	None

<sup>12</sup> See Strayhorn, Louise, "Training Wheels: Educational Support for Rural Areas. The Mobile Education Training Project," DOL/ETA, 1978.

Although only four projects were labeled "rural", several others, particularly those awarded to Balance-of-State prime sponsors, served participants living in rural areas.

The most innovative of the rural projects was the Mobile Education and Training Program (METP) of the Richmond Area Manpower System, a consortium of rural counties in Central Virginia. The prime sponsor spent over \$100,000 to purchase and outfit two "job-mobiles", large vans equipped with teaching aids of various types, including learning and career guidance kits, audiovisual equipment and programmed learning materials. Each job-mobile was assigned to one of the counties in the Consortium. A driver-technician and two teachers staffed each van, which made ten to fifteen scheduled stops per week at community gathering points. There students would board the van to receive about three hours of instruction and a take-home assignment designed to require another six hours of study. Teachers also visited participants in their homes to give them individual tutoring and counseling.

The Powhatan-Goochland Community Action Agency, which operates the program under a subcontract, designed the program because it was aware that employment and training services do not reach most residents of the rural South. What it was not aware of was the low literacy and educational level in these counties. Once the job-mobiles began assessing participants, the teachers realized that basic education, rather than job readiness training, was the appropriate role of the program. The METP program not only overcame transportation barriers to job-related training in the counties, but it also provided an educational opportunity to illiterate individuals who were unwilling or unable to enroll in night school.

### 3.7 Programs for Other Segments

Three regions chose other target groups for services under NPSPS, as listed below:

OTHER PROJECTS

Region I

Bridgeport Manpower Consortium--Voucher Program for  
UI Exhaustees

Regions II & III

None

Region IV

State of South Carolina Governor's Office--English for  
Employment Program for Indo-Chinese Refugees

Region V

Cleveland Area Western Reserve Manpower Consortium--  
Child Abuse Service Program

Regions VI - X

None

Region I funded a voucher system for unemployment insurance exhaustees. Citing the large number of persons who have been out of work for long periods of time and who have exhausted all regular and supplemental UI benefits, the Bridgeport Manpower Consortium offers a maximum stipend of \$1000 to eligible exhaustees for training and support services. Because the stipend did not include a training allowance, participants tended to drop out as soon as they found a job.

This chapter has narrated the program approaches taken by many of the NPSPS projects to meet the special needs of selected population segments. Chapter 4 examines NPSPS from the perspective of a telephone survey conducted with participants of 12 Title III projects and a comparison group of Title I clients.

## 4.0 A PERSPECTIVE ON THE PARTICIPANTS

### 4.1 Overview

#### 4.1.1 Purpose of the Survey

A telephone survey was conducted in February 1978 with 325 Title III NPSPS participants and 170 Title I participants. This survey effort was designed to serve the following purposes:

- Gather comprehensive information on the pre and post program experiences of NPSPS participants.
- Identify the background similarities and differences between those served by Title I and those served by NPSPS special projects.
- Identify the similarities and differences of program approaches and participant views of results of the Titles I and NPSPS programs.
- Gather site specific information for use in the twelve replication manuals.

Design and conduct of the study were based on two informal hypotheses. The first hypothesis was that NPSPS programs served special population segments and served them in identifiably different ways than these same groups were served by Title I. In order to test this hypothesis, similar groups from Titles I and NPSPS were identified at each site. Title I participants were not chosen to provide a one-for-one matched control group for NPSPS, but rather to provide a closely parallel group which shared one or several important characteristics with their NPSPS counterparts. For example, in selecting the Title I comparison group for the Displaced Homemakers Project in Ft. Wayne, Indiana, the prime sponsor was requested to provide the names of women over 35 who had received Title I services during the time that DPH was in operation.

The second informal hypothesis was that employment services provided in an NPSPS program would lead to more positive outcomes



than services provided to members of these segments who participated in the regular Title I program. This, in essence, was the hypothesis upon which the NPSPS program was established. As part of the task of documenting NPSPS, a preliminary test of that hypothesis was undertaken.

#### 4.1.2 Sampling

The survey was conducted by telephone with former participants in twelve NPSPS Title III programs and twelve Title I programs of the same prime sponsors.

For the purposes of this study, an assumption was made that a more complete range of services had been provided to those who completed the programs than to those who terminated early. In addition, it was assumed that completers would be in a better position to comment on the utility of the services and programs. Since the survey was not conceived as providing complete information on all participants, the survey sample was drawn only from Titles I and III program completers who had received services during the same time period. Obviously, a bias in favor of positive program outcomes and opinions was built into the sample. Because the bias is identical for members of both Title I and Title III groups, it does not affect comparisons discussed below.

A cautionary note must be added here. No attempt was made to sample participants randomly from any program. NPSPS programs surveyed were those selected for in-depth case studies. The survey participants were as many completers as could be located. The Title I respondents were a sample selected by an official of each of the twelve prime sponsors, in response to Abt Associates' request for names and telephone numbers of segment members who completed Title I during a specified period of time.

Results reported here cannot be generalized to all NPSPS programs or to all Title I programs. They can, however, be considered reflections, though not technically statistically significant, of the total impact of the programs in which the respondents

participated. The purpose of the survey was to obtain preliminary information on program impacts and on participants. Results should be considered suggestive only.

#### **4.1.3 Demographic Variables Examined**

As in all surveys, it was important here to compare the two groups of respondents on background and demographic information. Two issues were at stake in the present survey: Title I and NPSPS respondents varied markedly in background; their post-program differences might be attributable not to program impacts but to personal attributes. However, if Title I and Title III respondents varied markedly in background, this could also be considered a survey finding--that different types of members of each segment were served by the two types of programs.

The following background information was gathered from all respondents:

- Sex
- Age
- Ethnic group
- Education
- Marital status
- Number of dependents
- Business/vocational school attendance
- Other training program experience
- Experience in other government programs

#### **4.1.4 Dependent Variables Examined**

Based on the two hypotheses stated above, a large number of dependent variables were selected for study. To examine the

hypothesis that Title I and NPSPS programs differed, questions were asked of all respondents concerning the following variables:

- How they heard of the program
- Program expectations and perceived results
- Number and type of services
- Perceived learning and utility of five training areas
- Overall level of interest and perceived usefulness of training

To examine the hypothesis that more positive outcomes would derive from NPSPS participation than from Title I participation, questions were asked of all respondents concerning the following variables:

- Pre-program and post-program:
  - labor force status
  - job characteristics
  - wages for full time work
  - wages for part time work
  - occupational characteristics
  - other activities
  - reasons for not working
  - problems in keeping a job
  - reasons for leaving most recent job
  - comparison of needed skill levels of jobs
  - comparison of responsibility levels of jobs
- Post-program:
  - perceived helpfulness of program training in getting a job
  - perceived relevance of training to post program work
  - source of job information
  - job seeking
  - long term work expectations

#### 4.1.5 Analysis Plan

Because of the relatively small sample (495) distributed among a large number of projects (24), analysis was limited to several large subgroupings--Title I and NPSPS and special population segment. Frequencies and cross tabulations were generated for all Title I, all NPSPS and for the six segments represented in the Title I and NPSPS programs. Since the study is essentially descriptive rather than evaluative, statements concerning comparisons of programs or segments were made only when large differences were apparent. Even in those cases, all findings must be considered preliminary.

Results of the survey are presented in the following sections. Two levels of analysis are used--comparisons between Title I and NPSPS, and analysis and presentation of results for population segments which showed substantial variation from the overall findings.

#### 4.2 Results of the Survey

##### 4.2.1 Demographics

The Title I and NPSPS groups were chosen on the basis of important similarities at each site; as a group the Title I and NPSPS participants shared many demographic similarities. Among particular population segments, however, these general patterns showed significant variations. The following comments and tables are organized to show first the similarities on a number of characteristics and then to highlight differences where these are noteworthy. These differences may be of two types. First, demographic data on the Title I and NPSPS participants may show striking differences indicating that the two programs are reaching different clients. Secondly, a particular segment may show noteworthy differences from the averages reported for all survey respondents. Table I presents demographic data for all Title I and NPSPS respondents.

## Sex

The majority of survey respondents in both programs were female, with NPSPS representing a higher percentage of women (75%) than Title I (60%). This partially reflects the inclusion of four projects which served only women. Among projects for handicapped and youth, the male/female ratio was about equal. The rural project surveyed included more female respondents. Among seniors Title I programs served mostly men (two-thirds), while NPSPS programs reached women almost exclusively. A possible reason for this difference is that the two NPSPS programs surveyed offered community work and homemaker/health aide training. Both of these programs were more popular among women.

## Age

General: Both Title I and NPSPS survey respondents were divided fairly equally among three of the four age groups:  $\geq 21$ , 22-35, and  $< 45$ . There were fewer participants in both programs between the ages of 36 and 44. Since three of the programs were directed toward youth and two toward seniors, this age distribution was in many cases predetermined.

## Population Segment Variation:

Women--Half the Title I respondents were in the 22-35 age group, while half the NPSPS women were over 45 (mostly 45-54). NPSPS also served twice as many 36-44 year old women as Title I. This age difference may indicate that displaced homemakers were more often served by NPSPS.

Ex-offenders--NPSPS respondents were concentrated in the 22-35 year range, while Title I showed more variation in the age groupings (although the largest number of respondents was in the 22-35 age group).

## Ethnic

General: About 60% of both survey groups were white. Blacks were the second largest group, accounting for almost 30% of both

Table 4.1

**Comparison of Demographic Characteristics**  
(All Numbers Are Percentages)

		<u>NPSPS</u>	<u>(N=325)</u>	<u>Title I</u>	<u>(N=170)</u>
<b>SEX:</b>	Male	35		39	
	Female	75		61	
<b>AGE:</b>	<21	27		35	
	22-35	30		31	
	36-44	11		7	
	>45	31		28	
<b>ETHNIC:</b>	White	61		58	
	Black	27		31	
	Hispanic	5		8	
	All Other	6		3	
<b>EDUCATION:</b>	<8th Grade	9		13	
	9th-11th	31		34	
	12/GED	40		42	
	Some College	11		11	
	College graduate	9		<1	
<b>MARITAL STATUS:</b>	Married	32		28	
	Divorced or Separated	19		24	
	Widowed	10		7	
	Single	39		42	
<b>NUMBER OF DEPENDENTS:</b>	None	64		49	
	1 or 2	25		37	
	3 or 4	8		12	
	5 or More	3		1	
<b>BUSINESS/VOCATIONAL SCHOOL ATTENDANCE:</b>	Yes	34		31	
	No	66		69	
<b>OTHER TRAINING PROGRAM EXPERIENCE:</b>		17		15	
<b>EXPERIENCE IN OTHER GOVERNMENT PROGRAMS:</b>		9		12	

Title I and NPSPS respondents. Hispanics and Indians accounted for the remainder.

#### Population Segment Variations:

Rural--For both Title I and NPSPS the majority of respondents were Black. However, this includes only one project.

Youth--Both Title I and NPSPS respondents were distributed among Indians, Blacks, Hispanics and Whites. The Youth programs showed the most variation in ethnic composition.

#### Education

General: About 40% of all survey respondents had received less than a 12th grade education; about the same number had graduated from high school. Another 11% of each group had "some college", and a very small number graduated from college. The number of college graduates among Title I interviewers was negligible, although 9% of NPSPS respondents were college graduates.

#### Population Segment Variations:

Handicapped--Overall, handicapped clients were much better educated than respondents in general.

Rural--NPSPS reached a much less educated population than Title I as reflected by those surveyed.

Women--As a group, women in the women's programs were better educated than survey respondents taken as a whole; they ranked second to participants in projects for the handicapped.

Ex-offenders--Title I respondents had completed less formal education than their NPSPS counterparts and were also less well educated than the overall group of Title I respondents.



### Marital Status

General: More program participants fell into the "single" category than any other: 42% for Title I and 39% for NPSPS. "Married" is next, with 28% and 32% respectively. Slightly more Title I participants were divorced (17% vs. 11%), while the number of widowed was somewhat higher in NPSPS (10% vs. 7%).

### Population Segment Variation:

Women--There were many more divorced women in the NPSPS women's programs respondent group than in the total group of respondents. This probably reflected the inclusion of an NPSPS program for displaced homemakers.

Seniors--Many more married and widowed survey respondents appeared in the senior group than in the total group. NPSPS accounted for twice as many widowed participants as Title I. Since most senior NPSPS participants were women, the preponderance of widows can be explained.

### Dependents

The largest proportion of respondents from both groups had no dependents. For Title I participants the figure was 49%; 64% of NPSPS respondents had no dependents. Most of the remaining participants had one or two dependents. The fact that the NPSPS participants included more women probably accounts for the observed differences.

### Veteran Status

The overwhelming majority of respondents were not vets. There were more veterans in the Title I respondent group (11% vs. 7%) but also, more male respondents, which may account for this difference. (Women's projects did not introduce a bias since there were no veterans in the group).

### Length of Residence

The majority of Title I and NPSPS respondents were long-term residents; 53% and 57% respectively had lived in their areas over 10 years. The breakdown between those who had lived in the area four years or less and those who had lived there between four and ten years is approximately equal.

### Prior Business or Vocational School Training

About a third of both groups had received vocational or business school training (31% for Title I and 34% for NPSPS). The average length of the training differed, however. NPSPS respondents tended to have taken longer courses with a third more (30% vs. 19%) attending 13-24 months.

### Other Training Programs

Few participants had participated in another training program--about 5% in each case. Even fewer had attended more than one such program, although Title I respondents reported more multiple program experiences. Surprisingly, the youth segment accounted for most of the respondents who had been in more than one program.

### Other Government Program Experience

Fewer respondents (9% and 12%) reported having been in other government programs. The only respondents to be in more than one such program were a few NPSPS handicapped and youth.

#### 4.2.2 Program Experience

More pronounced differences emerged when the two groups of respondents were asked questions concerning their program experiences--how they had heard about the program, what they expected and received in terms of training and job seeking assistance, and how they assessed the programs' general interest and usefulness. Results of program related questions are presented below.

### How Participants Heard of the Program

Friends and relatives were mentioned most often as the main source of information about both programs, although significantly more Title I than NPSPS participants had learned of the program in this way (47% vs. 31%): Newspapers and the State Employment Service also accounted for a fair amount of the programs' public exposure but far less than the more immediate sources of friends and relatives.

Demographic characteristics which ran across segment boundaries were correlated with responses to this question. There was a strong correlation between age and learning about the program through friends, with younger people much more likely to hear about CETA in this way. This tendency was more pronounced for the Title I group. Furthermore, newspapers, T.V. and radio did not appear to reach many people under 21 as a source of CETA information, but did best with the older groups, especially in NPSPS. Blacks were about 50% more likely than whites to learn about CETA through friends.

Table 4.2  
How Participants Heard About the Program  
(All numbers are Percentages)

	<u>Friends/ Relatives</u>	<u>News- Paper</u>	<u>ES</u>	<u>School</u>	<u>Welfare/ Social Worker</u>	<u>Employer</u>	<u>TV Radio</u>	<u>Other</u>
Title I	47	11	9	8	4	3	1	17
Title III	31	19	7	5	5	1	3	28

### Program Expectations and Perceived Results

A clear pattern occurred for each survey group. Most participants expected to learn job related skills (about two-thirds of the expectations mentioned in each case), while many expected to prepare generally for the job market (a quarter of specific expectations). In both samples, two-thirds of those who mentioned job-related

Table 4.3

CETA PROGRAM EXPECTATIONS AND PERCEPTIONS OF LEARNING\*

	<u>Job Related Skills</u>	<u>Key</u>	<u>Preparation for the Job Market</u>
<u>Title I</u>	64% $\left\{ \begin{array}{l} 67\% \\ 24\% \\ 9\% \end{array} \right.$	$\left[ \begin{array}{l} \text{Great Deal} \\ \text{Learned} \\ \text{Few Things} \\ \text{Learned} \\ \text{Nothing} \\ \text{Learned} \end{array} \right]$	26% $\left\{ \begin{array}{l} 56\% \text{ G. D.} \\ 22\% \text{ F. T.} \\ 22\% \text{ N.} \end{array} \right.$
<u>NPSPS</u>	70% $\left\{ \begin{array}{l} 70\% \text{ G. D.} \\ 19\% \text{ F. T.} \\ 12\% \text{ N.} \end{array} \right.$		29% $\left\{ \begin{array}{l} 77\% \text{ G. D.} \\ 18\% \text{ F. T.} \\ 4\% \text{ N.} \end{array} \right.$
	<u>Basic Education Skills</u>		<u>Personal Development</u>
<u>Title I</u>	8% $\left\{ \begin{array}{l} 86\% \text{ G. D.} \\ 7\% \text{ F. T.} \\ 7\% \text{ N.} \end{array} \right.$		9% $\left\{ \begin{array}{l} 81\% \text{ G. D.} \\ 6\% \text{ F. T.} \\ 6\% \text{ N.} \end{array} \right.$
<u>NPSPS</u>	14% $\left\{ \begin{array}{l} 71\% \text{ G. D.} \\ 27\% \text{ F. T.} \\ 2\% \text{ N.} \end{array} \right.$		6% $\left\{ \begin{array}{l} 72\% \text{ G. D.} \\ 11\% \text{ F. T.} \\ 17\% \text{ N.} \end{array} \right.$

\* Percentages reflect the proportion of respondents expecting various services and the associated proportion of respondents who felt they had learned a great deal, a few things, or nothing at all.

skills felt that they had learned a great deal, and only about 10% felt they had learned nothing. NPSPS participants, however, reported learning more than their Title I counterparts about preparing for the job market. Seventy-seven percent of the NPSPS group felt they had learned a great deal while 56% of Title I respondents felt they had learned a great deal. Less than 5% of the NPSPS group thought they had learned nothing at all about job preparation; the comparable figure for Title I was 22%. Basic education skills and personal development were also expected by each group--although less frequently--from their CETA experiences. Table 4.3 summarizes respondents' expectations and perceived outcomes.

#### Number and Type of Services

General: When asked whether or not their programs had provided certain services--resume assistance, letters of reference, transportation assistance, counseling, job development, and salary support--NPSPS respondents consistently reported a greater number of services provided. Overall percentages for the two respondent groups and segment variations among the 12 projects are presented below.

Table 4.4

% Reporting Services Provided

	<u>Resume</u>	<u>Reference</u>	<u>Transportation</u>	<u>Counseling</u>	<u>Job Development</u>
Title I	39	34	22	43	44
Title III	67	42	23	63	53

#### Population Segment Variation:

Handicapped--The focus of the programs under the two Titles was about the same, concentrating on resumes, counseling and job development, but NPSPS participants received a consistently higher level of services, higher than the NPSPS average as well. The Title I level of services for handicapped clients was also above Title I averages, but the difference between the two is marked. (NPSPS programs consistently scored higher than Title I on measures of participant satisfaction and interest, as well.)

Rural--Title I concentrated on job development, counseling, and transportation, while NPSPS concentrated on references, resume writing, and job development, with counseling almost as high. The level of services to NPSPS participants was higher than to the comparison group in resumes and references, lower elsewhere. The most marked difference was that half of Title I respondents received assistance with transportation, twice as many as for NPSPS.

Women--Title I programs placed a high priority on counseling, followed by job development and resume writing. NPSPS stressed counseling, resume writing and job development. Neither provided much transportation. Level of services for both Titles was about average overall.

Ex-offenders--Level of services to Title I was much higher; Title I stressed references, transportation, resumes and job development.

Youth--Level of services was higher than average in both, with NPSPS consistently higher than Title I. All services were provided at fairly high levels except transportation, which at 30% was still higher than average for both groups. More than half of NPSPS participants received all services but transportation, while less than half of Title I youth reported receiving them.

Seniors--Both groups received consistently lower than average levels of services. Title I seniors seem to have received very low levels of service in every area. Over half of NPSPS seniors got help with resumes and more than a third received counseling and job development.

#### Perceived Learning and Utility of Five Training Areas

Respondents were asked a series of questions concerning training, amount learned, and usefulness of the training. The following five areas were focused on: how to find a job, vocational counseling, job skills, how to work with people, health care, how to act at an interview, and general appearance.

General: In every area except appearance and specific job skills, NPSPS participants were about twice as likely to have had

assistance than were Title I. Of those in training, NPSPS respondents were twice as likely to have found that training "very useful" (in every area but job skills) and also twice as likely to have learned "a great deal".

Participants received training most often in personal appearance, with NPSPS clients half again as likely as Title I to have received such training--40% for Title I, 60% for NPSPS. Finding a job, job skills, working with people, and interview skills were taught to about a third of Title I and two thirds of NPSPS (excepting job skills where a third of each received training). Vocational counseling was taught to a fifth of the Title I group, and health care ranked lowest, with only 15% of Title I (but over a third of NPSPS) being trained.

Skills found most useful were appearance, interview, and how to work with people, all with about 25% of Title I and somewhat less than half of NPSPS participants finding them "very useful". The proportion of those learning a great deal about something was about the same as the proportion of those finding it very useful. Only about two-thirds of those who received training found it "very useful" and learned "a great deal", but very few reported learning nothing or finding the training not useful.

#### Population Segment Variations:

Handicapped--Both Titles stressed job search and interview skills, personal appearance, and how to work with people. Almost 75% of NPSPS handicapped clients received vocational counseling, compared to only 20% of Title I; a third of Title I received job skill training, compared to a fifth of NPSPS, however. NPSPS trained substantially more people than Title I in every area but job skills.

Rural--Both Titles provided a fairly low level of training, reaching less than half the participants in almost all cases. Both stressed job search and interview skills and how to work with people, while Title I participants reported more job skills training and training in personal appearance.



Women--NPSPS reported more training in every area. Both programs stressed job search and interview skills, personal appearance. Half the NPSPS women reported vocational training, compared to only a fifth of Title I; over half NPSPS and a third of Title I reported training in working with people. Less than a third in each group received training in job skills.

Youth--NPSPS clients reported somewhat more training than Title I youth in all categories but job skills. Both programs rated high in job search and interview skills, personal appearance, and working with people; about a third received vocational counseling, and about 40% (slightly higher for Title I) received job skills training, a higher than average figure.

Seniors--Fewer than 10% of Title I seniors reported training in any area; the biggest category was job skills with 9%. In contrast, about two thirds of NPSPS seniors reporting training in health care, personal appearance, and working with people; about a third received training in job search, interview skills and job skills. The lowest category among NPSPS was vocational training (16%).

#### Overall Level of Interest and Perceived Usefulness of the Training

Overwhelming majorities of each respondent group found the training both interesting and useful. This was true for over 80% of all Title I respondents and for over 90% of NPSPS respondents.

#### 4.2.3 Work-Related Pre-Program and Post-Program Experience

As noted in Section 4.1.4 above, Title I and NPSPS outcomes can be compared by examining a number of work-related variables. Each is discussed in terms of both pre-post differences and differences between participants in the two types of programs.

#### Labor Force Status

General: Table 4.5 presents the findings on this variable. Both groups substantially increased their proportion of those working.

Table 4.5

Comparison of Pre and Post Program Work Experience  
(all numbers are percentages)

		<u>NPSPS (N=325)</u>		<u>Title I (N=170)</u>	
		<u>Pre-Program</u>	<u>Post-Program</u>	<u>Pre-Program</u>	<u>Post-Program</u>
PERCENT WORKING:		45	74	43	75
OF THOSE WORKING,					
PERCENT FULL-TIME:		63	76	73	63
HOURLY WAGES OF	-\$2.50	33	16	38	30
THOSE WORKING	\$2.51-2.99	33	21	13	30
<u>FULL-TIME:</u>	\$3.00-3.99	20	30	32	26
	-\$4.00	12	29	11	13
		(N=89)	(N=173)	(N=51)	(N=79)
HOURLY WAGES OF	-\$2.50	49	32	63	33
THOSE WORK	\$2.51-2.99	26	27	5	31
<u>PART-TIME:</u>	\$3.00-3.99	18	29	16	27
	-\$4.00	8	5	16	8
		(N=59)	(N=52)	(N=19)	(N=48)

### Population Segment Variations: Pre-Program

Handicapped--Almost all men in the Title I survey group had worked prior to program enrollment. In fact, this group, although it accounted for only 20% of the Title I men, made up 40% of the sample of Title I men who had worked in the year before the program.

Youth and Seniors--These two groups, at either end of the age spectrum, had worked less than the overall group in the year prior to the program.

### Population Segment Variations: Post-Program

Handicapped--Completers of the NPSPS program were highly likely to be working (92%).

Rural--About two-thirds of the Title I group was working, compared to 53% of the NPSPS group. When not working, more NPSPS than Title I participants were looking for work or keeping house while fewer were in school.

Seniors--Both groups of Seniors were more likely than average to be employed: 85% for Title I and 98% for NPSPS. The change in the proportion of those employed was most pronounced for this group.

### Job Characteristics--Hours

General: The majority of participants in both programs had worked full-time (76% for Title I and 63% for NPSPS) in their most recent pre-program jobs. Although many more respondents held jobs after the program than before, there was some change in the balance between part and full-time work for the two groups. Among those who were working, the proportion of full-time work increased by 13% for those who completed NPSPS programs, while those formerly enrolled in Title I experienced a 10% decrease in full-time work.

### Population Segment Variation: Post-Program

Handicapped--Fewer Title I completers were working full-time than had been doing so before the program. NPSPS participants, on the other hand, worked full-time almost exclusively.

Youth--NPSPS completers increased their rate of full-time work from slightly over half to 81%. Only 60% of Title I youth worked full-time.

Seniors--Under Title I, only 43% got full-time jobs, while 52% of NPSPS completers did so. These figures represent a decrease for Title I and an increase for NPSPS.

### Wages for Full-Time Work

General: Before the program, about a third of both Title I and NPSPS participants were making less than minimum wage; at the upper end of the scale about 10% of each group made over \$4.00. In the mid pay ranges about a third Title I survey respondents made between three and four dollars an hour while about 20% of the NPSPS group made this much. Half the women among Title I respondents made less than the minimum wage, as opposed to only a quarter of the Title I male respondents. Sex had no relationship to wage for NPSPS respondents, however, and no particular relationships between age and wages emerged for either group.

NPSPS respondents as a group showed greater wage improvements than Title I. The proportion in NPSPS making \$3.00 an hour or more increased from 32% to 59% while the proportion of Title I respondents making this much decreased slightly; from 43% to 39%. Title I respondent gains were concentrated in the \$2.50 to \$3.00 range; 13% pre-program and 30% post-program made this much.

### Wages for Part-Time Work

Wages of participants before enrollment were significantly lower for part-time than for full-time work. Inter-Title variations were present; almost two-thirds of the Title I participants were making

less than \$2.50 on their most recent pre-program job, while only 49% of the NPSPS respondents fell into this category.

After the program, the number of part-time workers making less than \$2.50 per hour was reduced to about a third for each group. This was a greater decrease for Title I participants. Those who had completed NPSPS programs improved more than the others at the upper end of the wage scale, however.

#### Population Segment Variations: Pre-Program

Handicapped--Both groups of handicapped clients made more than the program averages before the program. Less than a quarter of each group made under the minimum wage, with a fairly even distribution across the other three wage intervals.

Women--Half the women respondents in Title I programs had made less than the minimum wage before the program. NPSPS women respondents, while they were half as likely as Title I women to be making less than \$2.50, were not much better off than average NPSPS participants, and were still concentrated at the lower end of the wage scale.

#### Population Segment Variations: Post-Program

Handicapped--Although better paid than average before the program, their status improved even more than the average after the program. The proportion of Title I completers making \$3.00 or more rose to 69%. The equivalent figure for NPSPS was 78%.

Women--The proportion of NPSPS women making less than \$2.50 halved after the program, while the proportion making over \$4.00 doubled. Title I women also improved, with the number making less than \$2.50 dropping to 11%.

Youth--Title I youth actually registered a decline in wages with the proportion making \$2.50 or less rising from 59% to 73%. This compares to only 39% of NPSPS completers making less than minimum wage after the program.

### Occupational Breakdown

Service and clerical/sales were the two largest pre-program job categories in both Titles, accounting for a third and a fourth respectively of Title I jobs and a third each for NPSPS jobs.

Post-program, service remained the largest category, accounting for about a third in both programs (slightly more in Title I and fewer in NPSPS). Clerical/sales was second with about 25%.

### Activities Other Than Working

Before the program, about 40% of each group looked for work when they were unemployed. Another 25% reported housekeeping, with 10-15% more engaged in child care. The one pre-program difference between the two groups of survey respondents involved the percentages reporting school as an activity while not working; 25% of Title I respondents were in school while the figure was slightly less than a fifth for NPSPS. Next to being in school the reasons cited most frequently to account for not looking for a job were "personal" and "physical".

About a third of each group of respondents was looking for work at the time of the post-program interview. Those not looking most often cited satisfaction with their current jobs as the reason for not looking. Physical and personal reasons were cited infrequently and less frequently than had been stated as reasons for not seeking work before the program. About half the respondents cited job-related reasons for not finding the work they were seeking.

### Population Segment Variation: Pre-Program

Handicapped--About a third of each group which cited specific reasons for not seeking work before program enrollment cited "physical" reasons, although among NPSPS respondents these were about twice as likely to be "health" than "handicap"-related reasons.

Youth--Almost a quarter of NPSPS youth reported personal (child care and housekeeping) reasons for not working in the year before the program.

### Participant Reflections on Not Finding Pre-Program Work

When asked why they couldn't find the work they had been seeking, both groups reported job related reasons most frequently (over half the participants in each group citing it). Physical reasons were second, accounting for roughly 20% of the responses for each group. NPSPS handicapped respondents were somewhat more likely than the total group of NPSPS respondents to cite physical reasons for not finding work--about a third cited these reasons as opposed to one fifth for the group as a whole. Title I handicapped respondents answers did not differ from the program averages. Women, overall, more often cited person or job search problems. Blacks were roughly three times more likely than whites to cite job-search problems.

### Reasons for Leaving Most Recent Pre-Program Job

When respondents specified why they had left their last pre-program Title I respondents were twice as likely to report that they had quit. In contrast, twice as many NPSPS respondents reported leaving because of work conditions or to enter the program. About equal percentages from each group reported their job had ended.

### Comparison of Needed Skill Levels for Pre- and Post-Program Jobs

Slightly less than half of both Title I and NPSPS participants felt that their present job demanded more skill, and another quarter agreed that the same level of skill was needed. But over twice as many Title I as NPSPS respondents found their new jobs less demanding.

### Comparison of Responsibility Levels for Pre- and Post-Program Jobs

Similar percentages of respondents felt their post-program jobs required more responsibility than work performed before they entered the program. Reporting more responsibility was somewhat higher for Title I at 54% than for NPSPS at 47%.



#### 4.2.4 Relationship of Program to Post-Program Job

##### Perceived Helpfulness of Program Training in Getting Jobs

NPSPS was perceived to be more helpful than Title I in getting both first and all post-program jobs. About half the Title I respondents felt the training was "very helpful" while two-thirds of NPSPS respondents ascribed this degree of helpfulness. At the opposite end of the scale, about a third of the Title I respondents considered the training "not at all" helpful while only 20% of NPSPS participants found it not at all helpful.

##### Relevance of Training to Post-Program Work

When asked if the program training they received had prepared them for work, almost 60% of NPSPS and 45% of Title I participants reported that the training had been "very" helpful in preparing them for work. Moreover, NPSPS participants who had not been placed in their jobs by the program still had a high opinion of their training, with almost half finding it very helpful, compared to Title I where placement made a big difference--people placed by the program were almost three times as likely to have found training "very helpful" than people not placed by the program (the majority of whom found the training "not at all" helpful).

##### Source of Job Information

The CETA program office was mentioned most often by both groups of respondents as a source of information for jobs (about 40% of each group cited the program). Friends and relatives came next with about a fifth. The media appeared to reach more women and seniors. (This is consistent with how they heard about the program.)

##### Long-Term Work Expectations

NPSPS survey respondents were happier with their current jobs in terms of projecting long-term satisfaction with the type of work; almost two-thirds wanted to be doing the same sort of work or something similar, while only half the Title I respondents felt that way about their jobs.

#### Population Segment Variation:

Handicapped--Almost two-thirds of the Title I handicapped wanted to be doing something completely different, while almost half the NPSPS graduates hoped to keep the same job, with another third desiring a similar type of work.

Youth--Half the youth in both programs wanted to be doing something completely different.

Seniors--NPSPS seniors were very pleased with their jobs; two-thirds wanted to keep them. This contrasts to Title I, where less than half hoped to be doing similar work in five years.

#### 4.2.5 Incidence of Specific Job-Related Difficulties

A number of factors--rural residence, handicap, and criminal record--were considered possibly likely causes of job-related difficulties. Questions were posed--either to all respondents or to special subsamples (handicapped and ex-offenders) to test the presence and extent of these difficulties.

#### General Problems in Keeping a Job

About 60% of respondents in each group reported no problems keeping a job.

#### Population Segment Variation:

Handicapped--A third of NPSPS survey respondents reported physical problems in keeping a job (about two-thirds of these reasons, in turn, were handicap related). Title I handicapped respondents were not markedly different from all Title I participants in responding to this question.

Rural--Almost half Title I rural respondents reported search problems (most often transportation).

### Place of Residence as a Cause of Job-Related Difficulties

About 15% of the rural residents in each program reported that their residence caused problems in being able to hold a job; almost no one else reported residence as a problem. No transportation and a long commuting time were specifically mentioned as associated problems by those who thought their residence hindered job-holding ability.

### Handicaps and Previous Work Experiences

Although Title I handicapped respondents were much more likely to have been disabled all their lives, NPSPS survey respondents reported generally more severe and extensive difficulties. Most striking differences were in walking (NPSPS reporting difficulties twice as often), stairs (more than twice as often), stooping (50% more often), lifting heavy weights (50% more often), and seeing (twice as often). When asked if they were able to continue in the same type of job after they became disabled, two-thirds of NPSPS respondents gave negative responses as opposed to half of Title I respondents.

### Ex-Offender Work Experiences

The number of respondents in the subsample was small but several patterns emerged. NPSPS ex-offender respondents, for example, had been convicted far more frequently than Title I respondents. None of the Title I ex-offenders had spent more than 30 days in correctional facilities, while the majority of NPSPS ex-offenders had been in jail for 60 days or more. Relatively few respondents reported that their criminal record had caused any problems in finding a job. A third of the 12 NPSPS respondents who had been convicted perceived this to be a problem. Only 1 of the 12 reported having to leave a job because of her record, however.

### 4.2.6 Summary and Conclusions

Interpretation of the survey results can help answer two important questions regarding the respondent groups taken as a whole and the NPSPS program as operated in twelve sites. The questions are:

- Did the Title III NPSPS projects attract and serve a different client group than was served by Title I?
- Were there indications that the NPSPS program in general and targeting techniques developed by its projects were effective in meeting the employment and training needs of special groups?

Overall, socio-demographic similarities of the two groups are apparent. Both groups include large proportions of females and whites. Both Titles served a large number of long-term residents and neither program served "program hoppers". The percentage of respondents who had attended other government programs was very small; previous business or vocational school training was more common for respondents. Both groups expected much the same sort of assistance from their CETA programs--most expected to learn job-related skills, while many expected to prepare generally for the job market.

These large-scale similarities, to an extent, mask important--though sometimes subtle--differences between the two groups. Taken as a whole, NPSPS participants were less likely to be engaged in job search activities before they joined the program. Although both programs contained about equal proportions of participants who had worked in the year before the program, NPSPS participants were more likely to have held part-time jobs. A picture of under-employed workers at the fringes of the labor force begins to emerge for the NPSPS respondents. Increases in the proportion of NPSPS participants who held jobs after the program and increases in the number of full-time job holders provides supporting evidence that these clients were willing and capable of entering the labor force. Their enthusiasm for the program and jobs they held after it is further evidence that the work change was perceived as a positive one.

The process of conducting the survey and in-depth field work which preceded it also corroborate the presence of differences between the two groups. Identifying comparison groups of Title I participants was especially difficult for handicapped, seniors, and ex-offenders--simply because so few were being served in the Title I

programs. In several cases, comparison groups of Title I participants were available only because the NPSPS program had focused attention on the needs of the group and increased its representation among Title I clients.

Field work including interviews with NPSPS staff and participants also indicated that the group included those who had been at the fringes of the CETA eligible population--in need of CETA service, responsive to special program approaches meeting these needs, but rather more reluctant to enter the CETA system and rather more unaware of its potential. Differences in the way Title I and NPSPS participants had heard about their respective programs may indicate that standard CETA information networks do not effectively reach this group and that the varied approach and targeted recruitment efforts of the special projects are needed.

The first question, therefore, can be answered in the affirmative--different client groups were attracted and served by the NPSPS special projects than had been served by Title I. Not only did NPSPS focus on special groups but they also reached a part of the CETA eligible population that had not been serviced before.

These different client groups reported different levels of service and satisfaction with their respective programs; NPSPS participants reported higher levels of service, more enthusiasm and satisfaction with their post-program work. Moreover, these favorable reflections were independent of whether or not the project had placed the person in a job. Solid gains\* for NPSPS participants who responded to the survey include:

- Substantial increase in the number of job holders--from 45% to 74%
- Increase in the proportion of full-time jobs--from 63% to 76%

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\* Comparisons are pre- and post-program.

- Impressive gains in wage-earning power--32% to 59% of positions paying more than \$3.00 an hour.

These gains provide strong supporting evidence that the NPSPS projects were effective in meeting the employment and training needs of special groups. Although these gains may be contrasted to some of the less impressive gains made by Title I participants, the second question was deliberately phrased without an emphasis on comparisons. Because it became clear from the answer to the first question that Title I and NPSPS were serving different populations, it would be misleading to compare the Titles in terms of results. What can be concluded, however, is that NPSPS served its clients more effectively in certain areas than Title I served its clients. The value of these findings lies in the positive picture of NPSPS which emerges.

## 5.0 FOLLOW-UP AND OUTCOME INFORMATION

In order to assess the impact of NPSPS, it was important to recontact the prime sponsors of the 82 projects after their funding year was over to learn what level of accomplishment the project had achieved and whether they had been refunded, through local monies, for the following year.

A mail questionnaire was sent to each of the prime sponsor contact persons. Telephone follow-ups were employed where necessary. Questions on funds expended, client outcomes, refunding issues and implementation successes and problems were included in the questionnaire. In this chapter the responses to those questions are presented and discussed.

### 5.1 Project End Date

Although NPSPS funding was intended to be spent in Fiscal Year 1977 (October 1, 1976 through September 30, 1977), many projects either began late, continued late or both. Most regional offices were quite accommodating about granting extensions, particularly when project funds were still available after September 30, 1977. Although three-quarters of the projects were authorized to begin by October 1, 1976, many operated at a low start-up level for several months. A number of projects did not enroll clients until January or February, although their proposal called for a full year of client services. Because of these delays, many projects did not expend all of their resources or complete their service delivery program by September 30, 1977. In fact, only 16, or 21% of the 76 projects on which data is available, ended on time. Table 5.1 presents the project completion dates of those surveyed. (Those with 1978 completion dates may have been extended again since this data was gathered.)

### 5.2 Funds Spent

The NPSPS request for grant application indicated that grants would be awarded for no more than \$400,000. Some prime sponsors viewed this figure as a ceiling, while others assumed that they should apply for the maximum amount of funds available. Regional offices also varied in their reaction to this limitation; some funded



Table 5.1

Project End Dates

<u>Date</u>	<u># Projects</u>
9/30/77	16
10/31/77	2
11/30/77	7
12/31/77	27
1/31/78	2
2/28/78	3
3/31/78	8
4/30/78	1
6/30/78	9
9/30/78	3

Table 5.2

NPSPS Expenditure Levels

	less Than \$50,000	50,000- 100,000	100,000 -200,000	200,000- 300,000	300,000- 400,000	Total*
Women	2	4	9	7	3	25
Rural			3	1		4
Ex-Offenders			4	2		6
Older Workers	2			2	1	3
Youth		2	4	2	6	14
Handicapped		1	3	7	9	20
Other					2	
	4	7	23	21	21	

\*Information not available on 5 projects.

projects at the level requested (whether \$400,000 or less), while others asked applicants to reduce their levels of effort so that more grants could be funded.

The amount of funding requested and awarded varied with the type of program services offered and the number of participants to be served. Projects with small grants tended to be those which placed a small number of persons in work experience or other full-time work and therefore did not need money for staff salaries or special equipment. Costs varied the most with the number of participants receiving stipends, allowances, or wages, however.

Table 5.2 presents the levels of spending of the NPSPS projects. As the table indicates, levels of spending above \$100,000 were relatively evenly divided.

### 5.3 Funds Spent vs. Funds Awarded

Many of the NPSPS projects found their service delivery plans to be unworkable or inappropriate to their target population. As a result, they either changed their program informally or, if changes in budget line items were necessary, requested grant modifications from their regional offices. Because the \$20 million allocated to NPSPS was fully appropriated in the 82 grants, it was not possible for projects to receive extra NPSPS funding. They could, however, acquire extra funds from other sources, such as Title I or Governor's 4% Discretionary Funds.

Differences between the amounts originally authorized and the amounts actually expended tended to reflect implementation difficulties; 28% of the projects failed to spend their entire allotment within the period of their grant. In particular, the start-up period and client recruitment efforts held back some projects. When NPSPS projects were a new effort rather than a modification or add on to an existing program, the time and resources needed for start-up were too often underestimated. When new staff were hired their unfamiliarity with CETA added to the difficulties.

Table 5.3  
Comparison of Expenditures with Original Grants

	<u>Spent More</u>	<u>Spent the same</u>	<u>Spent Less</u>	<u>Total</u>
Women	1	17	6	24
Rural	1	1	2	4
Ex-offenders	0	5	1	6
Older Workers	0	2	3	5
Youth	0	10	4	14
Handicapped	0	15	5	20
Other	<u>0</u>	<u>2</u>	<u>0</u>	<u>2</u>
	2	52	21	*

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\*Information not available on 7 projects.

Problems with client recruitment occurred because some projects had trouble finding enough eligible applicants who fulfilled the criteria the project had specified in their grant application. Solutions to the recruitment problem included extending the recruitment period, modifying eligibility criteria or changing program services. As a result some projects were not actually serving clients until six months after funding. An improved needs assessment during the planning stage could have either avoided or alleviated the client recruitment problem. In many cases time extensions were used to permit expenditure of available funds. However, returning extra funds to the regional office also was an option. Table 5.3 indicates the number of projects which spent more or less than their awarded grant.

#### 5.4 Changes in Services and/or Objectives

As mentioned above, as the NPSPS projects were introduced into local CETA systems they experienced start-up difficulties and service delivery mismatches. Some projects found that their original goals were too ambitious. Other projects found that the services needed by their clients were less comprehensive, or more comprehensive, than they had expected. The follow-up questionnaire asked each prime sponsor, "How, if at all, did project services or objectives change during the year of funding?" Table 5.4 presents a breakdown of the types of changes made.

As can be seen from the table, about half of the projects made a major programming or planning change during their year of operation. What is interesting is the fact that 30 of the reported changes aimed at increased services or clients while 16 reduced services or clients served. There was little pattern to the changes, although there was a tendency for programs which served clients well out of the mainstream (rural blacks in the South, female ex-offenders, juvenile delinquents, severely handicapped) to need to add services after their start-up.

#### 5.5 Outcomes

Prime sponsors were asked to provide standard MIS information on their NPSPS projects. In most cases, the data offered were final program figures, although those projects which did not end by

**Table 5.4**  
**Changes in Services or Objectives**

	<u># Projects*</u>
Less time or \$ spent on each client	1
More time or \$ spent on each client	5
Reduced # served or placed	4
Increased # served	6
More emphasis on placement	6
More emphasis on training	3
Component or service dropped	9
Component or service added	6
Subcontract dropped	2
Expanded eligible client group	4
NO CHANGE	39

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\*Adds up to more than 76 projects because some made more than one change.

January, 1978 provided interim statistics. The following categories of information were collected:

- 1) Number served: All participants who were CETA eligible and who received one or more program services were included. Both current and terminated participants were included in this figure.
- 2) Indirect placements: A participant who received a program training service (classroom training, work experience, OJT or PSE) and then was placed by project staff in an unsubsidized job was considered an indirect placement.
- 3) Direct placements: A participant who received only placement-oriented services (referrals, limited vocational counseling, etc.) and then was placed by project staff in an unsubsidized job was considered a direct placement.
- 4) Other positive terminations: This was a catch-all category for participants who terminated positively but were not placed in an unsubsidized job. Examples of such were:
  - Transferred to Title VI PSE
  - Transferred to Title I employment services
  - Left labor force for positive reasons (enlisted in Armed Services, relocated, etc.)

Although figures for these four categories were the ones which were requested, they are not the only CETA reporting areas. Others include "obtained employment" (self-placement) and "non-positive" (dropped out or involuntarily terminated, not placed, sent to jail, etc.). These latter two categories were of less interest to the NPSPS study and therefore were not requested or analyzed.

Tables 5.5 through 5.10 display the outcome data for the 82 projects. Table 5.5 summarizes by segment the data of Tables 5.6 through 5.11. The figures on both the summary and segment specific

Table 5.5  
Summary by Segment of Number Served<sup>1</sup>

<u>Segment</u>	<u># Served</u>	<u>Indirect Placement</u>	<u>Direct Placements</u>	<u>Other Positive</u>	<u># Refunded</u>
Handicapped <sup>2</sup>	7,527	972	2,172	1,142	11 Yes 9 No
Ex-Offenders <sup>3</sup>	839	243	79	239	1 Yes 6 No
Rural <sup>3</sup>	344	54	3	101	4 Yes
Older Workers <sup>4</sup>	877	375	34	155	2 Yes 3 No
Women <sup>2</sup>	3,760	660	126	1,538	8 Yes 16 No
Youth <sup>2,5,6</sup>	6,014	854	1,333	1,292	7 Yes 7 No 2 NA
Other	425	22	48	145	2 No 1 NA
Totals	19,361	3,180	3,790	4,612	33 Yes 43 No 3 NA

<sup>1</sup>These figures should be interpreted only in light of columns 3 and 4 on Tables 5.6-5.11. Not all projects aimed for placements.

<sup>2</sup>Includes 3 projects which provided interim data.

<sup>3</sup>Includes 1 project which provided interim data.

<sup>4</sup>Includes 2 projects which provided interim data.

<sup>5</sup>2 youth projects did not provide data.



Table 5.6  
Handicapped Programs

Prime Sponsors	Funding Level	Key Focus	Main Services Offered	# Served	Indirect Placements	Direct Placements	Other Pos.	Refunded?
Somerset Co., NJ	400,000	Mentally, physically and emotionally	Placement, WE, CRT	319	93	1	34	No
Philadelphia, PA	299,705	Mentally handicapped	Assessment, training, placement	194	22	33	77	Yes
Baltimore Co., MD	348,579	Physically handicapped	WE	33	81	0	0	No
Balance of State, WV	199,225	Physically or mentally handicapped	WE, CRT	107	0	0	10	Yes
Balance of State, IL	350,000	Less severely handicapped	Counseling, CRT, placement	658	159	165**	397	No
Balance of State, VA	78,000	Blind	CRT	12*	0*	0*	0*	No
Birmingham Area Co., AL	601,000	Moderately to severely handicapped	Training, CRT, placement	273	57	0	11	Yes
Alamance County, NC	240,474	Local growth handicapped	Training, placement	99	37	24**	36	No
TRIS Co., WI	100,475	Locally disabled	Training, CRT	100	104	14	0	Yes
Balance of State, OH	600,000	Local growth	WE	100	0	1,610*	54	Yes
Madison Co., MS	600,000	Local growth	Assessment, training, placement	100	10	0	10	No

\*0.5% refund program - CRT only

\*\*1% refund program - CRT only

Table 5.6 (cont'd)  
Handicapped Programs

Prime Sponsors	Funding Level	Key Focus	Main Services Offered	# Served	Indirect Placements	Direct Placements	Other Pos.	Refunded?
Winnipeg-Ford Cm., WI	390,679	Emotionally handicapped	Supported work	158	12	34**	46	Yes
Grand Rapids Area Cm., MI	400,000	Severely mentally and physically handicapped	Assessment, WE, OJT	209	43	6**	101	Yes
Genesee-Flint Cm., MI	230,000	Retarded adults	Simulated WE, WE, OJT	94	10	7	36	Yes
North Texas Cm., TX	198,563	Personal/social adjustment	Counseling, WE	180	0	57	13	No
Omaha, NB	400,000	Assessment	OJT, WE	646	216	0	17	No
Berkeley, CA		Peer counseling	PSE, legal advocacy	20	12	0	3	Yes
Inland Cm., CA	354,425	Job-ready handicapped	Placement	10**	27*	0*	15*	No
Oakland, CA	400,000	Moderately handicapped	Training, OJT	136	43	0	1	
Los Angeles, CA	250,367	Civil service jobs	OJT	55	36	0	1	Yes
Tacoma, WA	379,430	Severely disabled	OJT, WE	607	25	13	4	Yes

\*Not final program outcomes

\*\*Includes self placements as well

Table 5.7  
Ex-Offenders Programs

Prime Sponsor	Funding Level	Key Focus	Main Services Offered	# Served	Indirect Placements	Direct Placements	Other Pos.	Refunded?
Cumberland Co., ME	185,000	Pre-release enrollment	Training, OJT, WE, Placement	137	91	0	24	No
Niagara Co., NY	280,286	Pre-release enrollment	Training, OJT, WE	121	2*	0*	25*	No
Onondaga Co., NY	102,531	Female ex-offenders	Counseling, housing	127	2	0	89	No
8 Prince William Co., VA	62,000	Pre-release enrollment	Counseling, OJT, Placement	176*	78*	1*	29*	Yes
Macomb Co., MI	138,000	In-prison training	Training	172	28	78**	45	No
Black Hawk Co., IA	100,000	Female ex-offenders	Training, WE, OJT, Placement	67*	19*	0*	24*	No
Sacramento-Yolo Co., CA	299,317	Ex-offenders in corrections work	PSE	39	23	0	3	No

\*Not final program outcomes

\*\*Includes self placements as well

**Table 5.8**  
**Women's Programs**

Prime Sponsors	Funding Level	Key Focus	Main Services Offered	Outcomes				Refunded?
				# Served	Indirect Placements	Direct Placements	Other Pos.	
Boston, MA	400,000	Non-traditional training	Training, WE	N/A	N/A	N/A	N/A	Yes
Hillsborough County, NH	105,235	Non-traditional placements	OJT	51	15	0	5	No
Westchester-Putnam Cm., NY	400,000	Non-traditional training	Training, OJT, PSE	103	28	0	65	No
Monmouth County, NJ	202,670	Non-traditional training	Training	105	28	3**	3	No
Bergen County, NJ	396,183	vouchers		352	100	18	40	Yes
Middlesex County, NJ	180,302	Management training	33-week internship	40	20	0	13	No
Wilmington, DL	150,000	Non-traditional training	Training, PSE	106	42	10	36	No
Fairfax County, VA	300,000	Non-traditional training	Training	58	9	0	1	No
Broward County, FL	244,000	Non-traditional training	Training, OJT, PSE	203	0	18**	146	No
Memphis-Shelby Co. Cm., TN	300,000	Non-traditional training	Training	166*	0*	0*	24*	Yes
Louisville-Jefferson Co. Cm., KY	286,761	Non-traditional training	Training, OJT	485	91	0	277	Yes
Brevard County, FL	176,173	Non-traditional training	Training, apprenticeship	258	14	31**	172	No
Autauga, Elmore, Montgomery Cm., AL	217,034	Non-traditional training	Training, OJT, WE	117	38	27	32	No

\*Not final program outcomes

\*\*Includes self placements as well

Table 5.8 (cont'd)

Women's Programs

Prime Sponsors	Funding Level	Key Focus	Main Services Offered	# Served	Indirect Placements	Direct Placements	Other Pos.	Refunded?
Saginaw, MI	89,790	Support for Title I participants	Counseling	286	0	0	270	No
Lansing Tri-County Cm., MI	195,828	Welfare mothers	Training, OJT	104*	14*	0*	20*	Yes
Hammond, IN	198,000	Assessment	Counseling	167*	56*	0*	28*	No
Ft. Wayne Area Cm., IN	195,902	Displaced homemakers	Orientation	88	1	0	7	No
WOW Cm., WI	42,946	Machine industry training	Training, OJT	25	8	11**	5	No
Balance of State, MN		Upgrading	Training, OJT	110				
Marathon County, WI	77,400	Split shift positions	Training, OJT	219	26	1	110	No
Texas Panhandle	322,482	Non-traditional training	Training, OJT	122*	30*	1*	42*	No
Independence, MO	75,000	Vocational awareness	Group counseling	213	0	0	130	Yes
Balance of State, SD	100,000	Non-traditional training	Training, OJT, WE	50				
Boulder County, CO	165,000	Reapplication of household skills	Assessment, WE	144	51	2	52	Yes
Marin County, CA	32,625	Pre-vocational experience	Counseling, WE	97	38	4	45	No
Santa Clara County, CA	218,000	Female ex-offenders	Training, housing	91	49	0	15	Yes

\*Not final program outcomes

\*\*Includes self placements as well

Table 5.9  
Youth Programs

Prime Sponsor	Funding Level	Key Focus	Main Services Offered	# Served	Indirect Placements	Direct Placements	Other Pos	Refunded?
New Haven Area Cm., CT.	200,000	Upgrading	OJT	71*	20*	0*	0*	No
Broome Co., NY	254,358	Career Awareness	Training	75	8	0	11	No
Blaine of State, GA	385,000	Agriculture training	Training, placement	157*	9*	0*	14*	No
Pinellas Co., FL	318,761	Probationers	Training, OJT, WE	420	120	0	180	No
Cincinnati, OH	376,668	In-school pre-delinquents	Counseling, WE	199*	0*	0*	19*	Yes
Portage Co., OH	354,356	Competition	WE, training	90	20	0	23	No
Cameron Co., TX		Potential dropouts	Training, OJT, WE	N/A	N/A	N/A	N/A	N/A
New Orleans, LA		In-school	Jobs readiness	N/A	N/A	N/A	N/A	N/A
Balance of State, NM	369,320	Youth helping youth	WE, OJT, Placement	950	24	633	121	Yes
Springfield, MO	149,941	Potential dropouts	Counseling, WE	198	8	0	141	Yes
St. Louis, MO	103,004	Peer service	WE, placement	2,899	576	682**	317	No
Pueblo Co., CO	56,975	High school seniors	WE, OJT, Counseling	39	5	0	17	Yes

\*Not final program outcomes

\*\*Includes self placements as well

Table 5.9 (cont'd)

Youth Programs

Prime Sponsor	Funding Level	Key Focus	Main Services Offered	# Served	Indirect Placements	Direct Placements	Other Pos	Refunded?
Jefferson Co., CA	140,505	Singer Assessment	WE, OJT, Training, Placement	133	27	18**	15	Yes
Alameda Co., CA	64,100	Poly drug users	Counseling, WE	34	1	0	19	Yes
Monolulu, HA	260,000	Dropouts or potential	Counseling, WE, OJT	428	19	0	271	No
Pierce Co., WA	400,000	Dropouts or potential	WE, Counseling	321	11	0	144	Yes

\*\*Includes self placements as well



Table 5.10

Older Workers Programs

Prime Sponsor	Funding Level	Key Focus	Main Services Offered	# Served	Indirect Placements	Direct Placements	Other Pos.	Refunded?
Balance of State, NY	263,129	Health aid training	Training, WE	70*	2*	0*	6*	No
Lee Co., FL	205,566	Health aid training	Training, WE	156	71	6**	11	Yes
FT. Worth Cm., TX	369,230	Aged 45+	Training, WE, OJT, Placement	531*	192*	28*	136*	No
Wichita, KN	30,000	Aged 45+	Training, WE, OJT, Placement	110	100	0	2	No
Weld Co., CO	37,250	Peer services	WE	10	10	0	0	Yes***

\*Not final program outcomes

\*\*Includes self placements as well

\*\*\*Salaries picked up by local towns

Table 5.11

Rural Programs

Prime Sponsors	Funding Level	Key Focus	Main Services Offered	# Served	Indirect Placements	Direct Placements	Other Pos.	Refunded?
St. Lawrence Co., NY	187,455	Farm skills	Training, OJT	59	18	0	32	Yes
Richmond Area Cm., VA	184,766	Jobmobiles	Basic education	169*	5*	0*	23*	Yes
Tulare/King Co., CA	125,000	Nontraditional training for women	WE, OJT	66	24	3	23	Yes
Marced, CA	202,781	Nontraditional training for women	Training, WE, OJT, placement	50	7	0	23	Yes

Other Programs

Bridgeport Cm., CT	150,000*	Unemployment insurance exhaustees	Training	N/A	N/A	N/A	N/A	N/A
Balance of State, SC	391,406	Indochinese refugees	ESL, placement	156*	1*	17**	5*	No
Cleveland Area Cm., OH	399,760	Potential child abusers	Counseling, OJT, WE, training	269	21	31**	140	No

\*Not final program outcomes

\*\*Includes self placements as well

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tables must be interpreted with caution, however. Not all programs emphasized direct or indirect placement. Many, in fact, did not have job developers or vocational counselors. The relative emphasis on placement for projects can be determined from inspection of columns 3 and 4. Where "placement" is noted in one or both columns, the project focused either exclusively or strongly on job development. Where "DJT" is noted, the project must also have focused on placement, particularly indirect placement. Where "WE" is noted, the project may have focused only partially on placement, and low placement figures should be seen in that light. Finally, programs which featured only assessment or counseling probably did not perform placement services. In the latter case the "other positive" figures should be examined as evidence of project outcomes.

Because of the great variation in program focuses, it is impossible to compare outcomes across programs. They are presented here for the reader's information.

#### 5.6 Placement of Clients in Title II and Title VI

During the time of the operation of NPSPS (FY77), authorization of major PSE funding under CETA Title VI took place. All prime sponsors received Title VI money, which permitted hiring of unemployed persons for special projects. Title II funds, the basic Public Service Employment vehicle, remained available as well.

A number of NPSPS projects took advantage of PSE job openings for placement opportunities. Although placement in one of these fully subsidized jobs was considered an "other positive" termination, many projects were happy to offer participants the opportunity for secure full-time work, subsidized or not.

An analysis of follow-up data on PSE placements is presented in Table 5.12. As can be seen from the table, projects for handicapped and female clients relied most heavily on PSE placements, both in terms of the proportion of projects involved and the number of participants placed.

**Table 5.12**  
**Placement of NPSPS Participants in PSE**

	<u># projects placing</u>	<u># placed in Title II</u>	<u># placed in Title VI</u>
Women	14	10	112
Rural	2	3	18
Ex-Offenders	3	5	9
Older Workers	2	1	11
Youth	6	3	20
Handicapped	11	72	208
Other	<u>1</u>	<u>0</u>	<u>2</u>
	39	94	380

### 5.7 Refunding

One of the explicit objectives of NPSPS projects was to permit prime sponsors to test the feasibility of innovative programming for a special population group. Because NPSPS funds were limited to one year, projects were forced to seek other support in order to continue operations in FY78. The last column in Tables 5.6 through 5.11 indicates for each of the 82 projects whether or not they were refunded. Table 5.13 offers aggregate data, by segment and funding source.

Although these figures indicate that less than 40 percent of the projects were picked up by their local primes, this low number is misleading. As indicated in Table 5.1, only about 20 percent ended by September 30, 1977, the date for funding decisions for Title I. In addition, 20 projects were extended well into calendar 1978, and thus were unlikely to have been considered for refunding. Therefore, the figures in Table 5.12 do not represent final outcomes for a large percent of programs.

Table 5.13

**Refunding of NPSPS Projects By September 1977**  
(Title I unless otherwise noted)

	<u># Refunded</u>	<u># Refunded<sup>5</sup></u>
Women	8 <sup>1</sup>	31
Rural	4 <sup>2</sup>	100
Ex-Offenders	1	14
Older Workers	2	40
Youth	7 <sup>3</sup>	44
Handicapped	11 <sup>4</sup>	52
Other	<u>0</u>	<u>0</u>
	33	281

<sup>1</sup>One under STIP (Title III); one under Title VI.

<sup>2</sup>One under Governor's 4 percent funds.

<sup>3</sup>Six under YEDPA (Title III).

<sup>4</sup>One under Title II.

<sup>5</sup>% refunded of total projects funded for that segment.

Table 5.14

**Changes in Funding - FY78**

	<u>20 - 100,000 Increase</u>	<u>More than 100,000 Increase</u>	<u>About the Same (\$20,000)</u>	<u>20 - 100,000 Decrease</u>	<u>More than 100,000 Decrease</u>
Women	2	0	1*	3	0
Rural	0	0	2	2	0
Ex-Offenders	0	0	0	0	0
Older Workers	1	0	0	0	1
Youth	4	1	1	1	0
Handicapped	2	0	3	4	1
Other	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>
	9	1	7	10	2

\*This is Project Esperanza which serves women ex-offenders.

## **5.8     Refunding Level and Objectives of Continuing Projects**

Although the NPSPS program was competitive among prime sponsors and limited grants to less than \$400,000, both of these constraints were no longer applicable where refunding was concerned. Those projects that were picked up by Title I were involved in a new competitive situation, the allocation of a fixed amount of Title I money among various projects. Table 5.14 presents the funding level differences of continued projects.

As can be seen from the table, few radical changes in funding level were instituted. All but three projects were given grants within \$100,000 of their original NPSPS funds.

In terms of changes in objectives during their second year, they parallel the changes made during the first year, as discussed earlier. Table 5.15 presents some of the types of changes instituted for refunded projects.

Table 5.15  
Changes in Services or Objectives in  
Second Year

	<u># Projects</u>
Expanded eligible client group	7
Limited eligible client group	5
Type or format of training changed	4
Program sites expanded or centralized	1
NO CHANGE	10

## **5.9     Positive Experiences with NPSPS**

Because NPSPS was a demonstration program, follow-up data on implementation difficulties and successes are particularly valuable. The questionnaire contained two questions on this topic: "What

do you feel was the most valuable aspect of receiving NPSPS funding?" and "What was your biggest problem in operating the NPSPS program?" Table 5.16 presents the categories of responses to the first question.

Certain responses were more specific to the segment served than others. Among women, for example, six projects mentioned non-traditional training. Three found the exposure of participants to non-traditional training the most valuable; two saw the breaking down of sexual stereotyping as most important, and one was more concerned with testing area employers for their acceptance of women in such jobs. Among programs for the handicapped, coordination of CETA with other agencies was frequently cited as a major benefit. A number of respondents wrote comments which were particularly articulate. Some of these are quoted below:

*"It enabled us to learn through trial and error how better to implement youth employment programs in the future, especially the YEDPA '77/YETP program."*

*"Through the services and support which this funding made possible, our city has experienced its handicapped population rightfully securing jobs, demonstrating their competencies and realizing their vital roles in society."*

*"It allowed the community to come together and work together for a common cause. Public education/awareness was an indirect by-product of these monies and this program." (Handicapped program operator)*

*"Training received by the staff making them conscious of their attitudes and those of the clients and employers as to working women and how to counteract the effects of negative attitudes."*

*"Women in . . . County were provided with a vehicle to upgrade their employability. The program received a great deal of publicity and the resulting demand for training pointed out the need for (local CETA agency) to provide special services for women."*



**Table 5.16**

**Most Valuable Aspect of NPSPS Funding  
(Most Frequently Received Responses)**

	<u>Women</u>	<u>Rural</u>	<u>Ex- Offenders</u>	<u>Older Workers</u>	<u>Youth</u>	<u>Handi- capped</u>	<u>Other</u>	<u>Total</u>
Allowed program for new target group	0	4	4	0	5	10	1	24
Raised local consciousness of special needs	1	0	0	0	0	1	0	2
Permitted more client services	11	0	0	0	4	5	1	21
Permitted innovative or intense services	2	0	1	0	2	0	0	5

*"The opportunity to try new and innovative approaches to training, counseling, and placement with CETA participants, thus enabling the traditional agency to incorporate successful aspects into their established procedures (i.e., acting as a catalyst for change within the system.)"*

*"The supportive services, training and job development have been beneficial in placing many of this group in gainful employment. This is especially true considering the very large percentage of applicants who had physical or emotional handicaps in addition to their age barriers."*

#### **5.10 Difficulties in Implementation of NPSPS**

As noted above, the follow-up questionnaire sought to gain insight into the problems on the local level associated with implementation of an innovative program awarded by the regional office and funded by the national office. Since the question did not specify that problems be unique to the NPSPS program, there is no way of determining whether the problems cited are also characteristic of all local CETA operations. Since most responses reflected the special characteristics of NPSPS, it appears as if most difficulties cited were program-specific. Table 5.17 presents some of the most common responses to this question.

The most frequently cited difficulty was "coordination". In most cases this was a product of the models of administration and service delivery encouraged under NPSPS. Many programs were subcontracted by the prime sponsor. Others attempted to combine the efforts of a number of public agencies. Both of these models led to problems in "negotiating the bureaucracy". Many projects felt burdened by multiple reporting requirements necessitated by their use of several agency resources.

Another aspect of the coordination problem came from unfamiliarity with the CETA system in general and NPSPS in particular. Especially in projects which were subcontracted or where other agencies shared administrative responsibility, staff found themselves frustrated and confused by not knowing the requirements, constraints, and freedoms under which they were operating.

Few of the projects reported special problems arising from serving a particular segment. It is interesting to note that women's projects had more trouble with employer attitudes than handicapped or ex-offender projects. Another surprising finding was that projects for the handicapped, which often made use of existing services, reported the most difficulty in staffing. In general, however, problems were spread relatively evenly throughout the segments.

As in the case of the section on positive experiences, a number of insightful comments on problems experienced are reproduced here verbatim:

*"Overcoming attitudes of both employers, the general public and women themselves which restrict women to a narrow range of occupations."*

*"Building community visibility and credibility, only to have the program end when these have been established" (youth program operator).*

*"Due to restrictions in CETA regulations and regulations governing Vocational Rehabilitation we did not have full flexibility in program operators."*

*"The most vexing problem was the assessment of the results and benefits to participants. How does one measure these objectively?" (Handicapped program operator)*

*"Due to the many transfers of participants to different components within the program, the reporting procedure which necessitates only one termination per individual does not actually reflect the success or failure of the various components utilized." (Women's program operator)*

*"Project staff was hired at the same time as participants came into the program. This did not allow for proper planning time and throughout the project we felt the pressure of planning and executing simultaneously." (Women's program operator)*

Table 5.17

Biggest Problem in Operating NPSPS Program  
(Most Frequently Received Responses)

	<u>Women</u>	<u>Rural</u>	<u>Ex- Offenders</u>	<u>Older Workers</u>	<u>Youth</u>	<u>Handi- capped</u>	<u>Other</u>	<u>Total</u>
Only one year's funding	0	0	3	0	3	1	1	8
Coordination	3	1	0	1	1	5	1	12
Recruitment & selection	1	1	0	1	3	1	0	7
Slow start-up	5	1	0	0	0	2	1	9
Employer attitudes	5	1	1	0	0	1	0	8
Transportation	1	0	1	2	0	0	0	4
Staffing	1	0	0	0	2	4	0	7
Negotiating bureaucracy	5	0	1	0	0	2	0	8
Unrealistic expectations	2	1	0	0	1	0	0	4
Securing OJT placements	3	0	0	0	0	1	0	4

*"Developing meaningful jobs that offered the opportunity to receive some on-the-job training as opposed to strictly work experiences, and placing clients in the jobs, given the time constraints of the program."*

### 5.11 Summary

A total of 76 projects provided data on funds expended, client outcomes, refunding issues and program successes and problems. Of these projects, 25 extended their end date into 1978.

- Funds awarded varied with the services offered and number of clients to be served. Thirty-four projects were funded at \$200,000 or less and 42 were funded at \$200,000 or more.
- Funds spent vs. funds awarded: Fifty-two projects spent the amount of their award while 21 spent less and 2 spent more.
- Changes in services or objectives were on the side of increasing services or the number of clients to be served.
- Program outcomes indicate a total of 19,361 clients served, with some projects not reporting and others reporting interim data.
- Placements in PSE were reported by 39 projects, with 94 placed in Title II and 380 placed in Title VI.
- Refunding was usually at close to the level of funding originally awarded.
- The most valuable aspect of NPSPS funding most frequently mentioned was "allowed program for new target group". The second most frequently mentioned item was "permitted more client services".
- The biggest problem in operating a NPSPS program was "coordination". The next most frequently mentioned items were slow start-up, only one year's funding, employer attitudes and negotiating the bureaucracy.

## APPENDICES

## AN HISTORICAL PERSPECTIVE ON NPSPS PROGRAMMING

### INTRODUCTION

The passage of the Comprehensive Employment and Training Act (CETA) at the end of 1973 operationalized the concept of local responses to local employment and training needs. The enhancement of local control and responsibility under CETA was a product of a broad Federal program of decentralization, with parallels in general revenue sharing, the "block-grant" Title I of the Housing and Community Development Act of 1974 and Title XX legislation.

The consolidation of employment and training funds in a single prime sponsor was designed to eliminate the duplication and overlap characteristic of the previous system of categorical grants. Thus, individual localities have been free to allocate funds according to locally perceived needs.

Incorporated in the Act, however, was a provision for continuing categorical funding to certain programs for special groups. This provision, Title III, specifically authorizes services for Indians and Alaska Natives, migrant and seasonal farmworkers and youth. In addition, it provides funds for programs such as NPSPS for other groups determined by the Secretary of Labor to be particularly disadvantaged in the labor market. Research, demonstration and evaluation programs are also covered under Title III.

How does the categorical approach to employment and training programs, as reflected in Title III, coordinate with the decentralized approach as reflected in Titles I, II, and VI? The framers of the Act realized that local prime sponsors would design their programs to respond to the general needs of the client groups represented in their jurisdiction. Under such circumstances, population segments not heavily represented or with special needs would receive less attention than they might require.

Title III grants are available on a national categorical basis and, as in the case of the NPSPS Program, as specially earmarked funds allocated to a prime sponsor in addition to funds provided through other CETA titles. The value of the latter system is that prime sponsors, through their experience in monitoring the special projects,



can gain first-hand knowledge of the needs of special population segments and perhaps incorporate the project into their Title I allocations. Only through incorporation into the Title I program can special programs be assured of continued support. In fact, such an objective is directly stated in Field Memorandum No. 188-76, which also specifies that projects be replicable by other prime sponsors.

## CHARACTERISTICS AND NEEDS OF NPSPS TARGET SEGMENTS

CETA's scope of assistance encompasses people who are economically disadvantaged, either welfare recipients or workers whose income is at or below the poverty level. Others who are eligible under the CETA guidelines include the unemployed, or those whose part-time or full-time employment provides only a poverty level income. Thus all CETA participants are in need of special employment services and the mission of CETA is to offer such services. Yet even within this disadvantaged group there are segments with particular difficulties in obtaining work or even joining the labor force. Although a single prime sponsor's jurisdiction may not contain a large number of any special segment, on a national basis their numbers are significant and their problems are well known. In the sections below, the six major population segments targeted by NPSPS--women, handicapped, rural workers, youth, ex-offenders, and seniors--are discussed in terms of their employment problems and the availability of programs prior to NPSPS which addressed the employment and programmatic needs of these segments.

### Female Workers

#### The Challenge

In the last 50 years the proportion of women in the labor force has changed dramatically. Early in this century, women accounted for one out of every five workers, but by 1975 two out of every five were women.\* As of September, 1977, the labor force participation rate of women had already climbed to 49 percent,\*\* a sharp increase over the 34 percent who worked in 1950.

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\*Women Workers Today, Employment Standards Administration, Women's Bureau, U.S. Department of Labor, 1976.

\*\*Employment and Earnings, U.S. Department of Labor, Bureau of Labor Statistics, October 1977, p. 24.

Estimates suggest that 9 out of every 10 women will work at some time during their lives. During the last decade women entering the labor market accounted for 60 percent of the increase in workers, until today there are almost 47 million women aged 16-70 counted in the work force. Minority women number 5.4 million of the 41 million.\*

Where is the increase in labor force participation coming from? The clearest trend is among women heads of households. Since 1970, the number of women family heads in the labor force has risen almost 50 percent, from 2.9 to 4.3 million. Nearly 60 percent of this increase was among women under age 35 reflecting, in part, the growing proportion of younger, divorced, and never-married women leading households.\*\* The highest rates of labor force participation continue to be found among divorced women. Over 80 percent of divorced women with school-aged children participate in the labor force. Of divorced women with children under six years of age, an astounding 66 percent participate.\*\*\*

Despite the fact that more women work than ever before, the employment disparities that exist between men and women have never been more pronounced. The earnings gap between what female workers earn compared to male workers is greater now than 20 years ago. Women who worked full time jobs in 1974 earned only 57 cents for every dollar earned by men.\*\*\*\* Indeed, perhaps the most frequently observed characteristic of women in the labor market is the number of women concentrated in the lower income brackets. Only 18 percent of male workers earn less than \$7,000 annually, but 53 percent of the female force earn less than \$7,000. Historically, women have held low skill, low salary positions such as

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\*Ibid. (These and other figures are all either directly available or derived from the Household Data Tables.)

\*\*"Women Who Head Families, 1970-1977," Monthly Labor Review, February 1978, p. 34.

\*\*\*"Special Labor Force Reports-Summaries: Marital and Family Characteristics of Workers, March 1977," Monthly Labor Review, February, 1978, p. 52.

\*\*\*\*The Earnings Gap Between Women and Men, U.S. Department of Labor Employment Standards Administration, Women's Bureau, 1976.

clerical, domestic, retail and food service jobs and have been excluded from positions such as trades, non-retail sales, and professional/technical work.\* The jobs in which women earn their highest pay--government jobs--are those which pay men the least.\*\* The pay, of course, is no different.

Even in the professions, women's participation is usually concentrated in non-college level teaching, nursing, library work, dietetics, and health technology instead of the better paid male dominated professions like medicine, law, engineering, college teaching and architecture. Another aspect of segregation is the tendency towards exclusion of women from supervisory positions even within the sphere of traditionally female jobs: the school principal and chief librarian tend to be men. Female professionals earn \$1,700-\$5,100 less than men even when they work in the same field. The salaries of women with four years of college are matched by those of men with only eighth grade educations. College educated women earn only 59 percent of the income of college educated men.\*\*\*

The wage differential of women has been explained by several labor market patterns:

- Women are concentrated in low-wage and low-skill occupations,
- Women work less overtime,
- Women's educational backgrounds lack the training and counseling of men's education, and
- Women have fewer years work life experience.

Even after adjusting for those and other factors like age, region and industry concentration, there is no parity--a clear indication of discrimination. Frequently cited employment obstacles stem from

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\*Ibid.

\*\*"Discrimination and Pay Disparities Between White Men and Women," Gary D. Brown, Monthly Labor Review, March 1978, p. 21.

\*\*\*Women Workers Today, Employment Standards Administration, Women's Bureau, 1976.

long standing societal and institutional barriers, inadequate guidance and counseling programs, employers' failure to offer comparable on-the-job training for women and men, and the scarcity of skilled trade positions open to women in organized labor.

In addition, women face a succession of employment obstacles such as maternity leaves and child care responsibilities that rarely enter into the picture for males seeking employment. Historically, women have been restricted to intermittent labor force participation, narrow occupational choices and inequitable unemployment compensation.\* In the face of a growing concern about sex discrimination and the underutilization of women as a human resource, the nation has begun to address these problems through the passage of legislation which seeks to redress many of these inequities. Some of the programs that have emerged as a result of employment and training legislation are discussed below.

### The Programmatic Responses

Recognition of the rising labor force participation of women and their segregation into relatively few occupations has engendered some responses from federal agencies. Three of the earliest and most publicized USDL projects to open non-traditional careers to women include:

Women in Wisconsin Apprenticeship	—	1970-1972
Women and Girls Employment Enabling Service (WAGES)	—	1972-1974
Minority Women's Employment Project (MWEP)	—	1972-current

Each of these projects has helped to break down barriers to women's employment in non-traditional occupations. The Wisconsin Apprenticeship program aimed to bring more women into apprenticeable trades in the state. Although the number of women apprentices in Wisconsin did not substantially change over the course of the project, the distribution of women apprenticeships across the spectrum of available options broadened considerably.\*\* In March,

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\*Women and Poverty, Staff Report, U.S. Commission on Civil Rights, June 1974.

\*\*Women in Apprenticeship--Why Not? Manpower Research Monograph No. 33, U.S. Department of Labor, August, 1973, p. 28.

1970, there were 393 active women apprentices in Wisconsin. The women were concentrated in 10 occupational fields, and 82 percent of them were in one field--cosmetology. Three years later, women had found their way into 39 occupational fields, including silk screen cutter, electrical inspector, printer operator and other jobs involving "dirt" and "danger." This was accomplished primarily through the project's efforts to break down institutional and attitudinal barriers which prevented women from seeking and/or entering apprenticeship positions.

What were some of these employment barriers? For one, private employers held a number of damaging stereotypes about women workers--that they weren't serious, that their absenteeism and turnover were high, that they were weak and overemotional, that they didn't like dirty work, etc. Educational counselors (even if they were inclined not to stereotype women) were effectively inhibited from mentioning apprenticeship options because of the complexity of the local apprenticeship feeder system. Project staff noted that men or boys can learn about such options through informal "old boys'" networks; women or girls generally don't have such an information network to rely on.

Government personnel, services and policies were also guilty, in part, of perpetuating occupational segregation. Project staff found that the Employment Service customarily routed women without professional credentials to the "clerical" division to find a job. Project staff searched for government programs and found that the one publicly-financed outreach program in apprenticeships confined its efforts to minority males. The Dictionary of Occupational Titles was found to rate traditionally female occupations as requiring much lower skill level than other occupations. The Wisconsin project spurred a major revision of the DOT to eliminate sexist titles and arbitrarily deflated ratings of skilled female occupations. Perhaps more important, the project received widespread publicity and generated considerable awareness of the problem of occupational segregation especially at the federal level. The objectives of WACES included the expansion of job opportunities for women in the greater Memphis area, and the opening of occupational doors traditionally closed to women. With two staff and about 80 volunteers over a two-year period, the project placed 85 women in jobs where earnings increases averaged \$1,750 a year. Many of these jobs represented area "firsts"--e.g., the first woman security guard for the postal service, the first woman law clerk, etc.



A second, widely publicized effort was WAGES--Women and Girls Employment Enabling Services. The WAGES project brought attention to the importance of a woman's motivational level. The project found that "equal in difficulty to the task of developing jobs was the reinforcement required to get women to apply for available openings in unusual fields."\* Many of the women who came to the program lacked self-confidence and needed assistance in formulating realistic career objectives; many were hesitant to enter male-dominated fields. The WAGES final report also noted the importance of individualized job development involving personal contact with employers, and recommended the increased provision of concrete skills training to women.

A third program--MWEF--began in 1972 and is still operating. The goal of the Minority Women's Employment Project, is to place minority women into non-traditional, professional, technical and managerial jobs. It has achieved its goal by providing a specialized placement service to employers in need of highly qualified, trained personnel. Program participants are disadvantaged by virtue of race and sex, but not by income or educational status. Participant services include counseling, job development, placement and follow-up. They focus on improving the employment status of the individual.

MWEF's success illustrates what can be done with women who are well-motivated, if careful attention is placed on employer needs. The project also succeeded, perhaps implicitly, in broadening the concept of non-traditional employment. More than being placed in "male dominated" fields, women were placed in supervisory levels in all fields, including those traditionally dominated by males. Salary increases have averaged \$2,466. Sample jobs include project managers, claims examiners, teachers, etc. The FY1976 final report states, moreover, that the costs of placement had leveled off from \$6,132 to \$1,951 per placement.

Like MWEF, the NPSPS projects have also broadened the concept of non-traditional jobs. Where training for non-traditional jobs used to be synonymous with apprenticeships or training for manual trades such as those in the construction industry, NPSPS projects aimed at a wider range of non-traditional job and position options, including commissioned sales, computer repair and management. The women's

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WAGES: Women and Girls Employment Enabling Service, Leathia S. Thomas and Sandy Dickey (Memphis, Tenn.: United Way of Greater Memphis, September 1974), pp. 29-30.

project sponsored by the State of Minnesota focused specifically on upgrading underutilized women within their existing place of employment. Women who heard about openings at work were encouraged to contact their local CETA office. The office, in turn, contacted the employer and attempted to arrange a program designed to qualify the woman for the upgraded position. Several of the NPSPS women's projects have experimented with voucher systems to increase options available to women. Vouchers allow clients to choose the particular combination of services and service agencies they want. The Bergen County, New Jersey program experimented with work-sharing programs, another variation of the theme of widening options.

A second feature of the most successful NPSPS women's projects has been the combination of the provision of concrete skills training and group support. The Monmouth County program trained women in appliance, auto and other "luxury" goods (commissioned) sales. At the same time, each woman participated in a weekly session on assertiveness training and another for consciousness raising. The successful Boston YWCA project gave women three hours a week of physical education while they were learning the physically-taxing jobs of being a carpenter, plasterer or painter. Particularly noteworthy of both of these projects was the emphasis on building transferable skills, rather than providing training for a particular "slot." Boston, too, offered training allowances which were 10 percent higher than the minimum wage in an effort to bolster confidence and the programs' intent to get disadvantaged women out of the poverty cycle.

The NPSPS women's projects did not focus only on women seeking non-traditional employment. Several of the local projects were aimed at displaced homemakers, women who may have recently been separated or widowed, or who may be married and seeking to re-enter the labor market after a long period of absence. For these women the emphasis has been on counseling, testing and job market readiness, rather than on specific skills training.

Some observations can be offered about these projects. First, it appears that the clients who benefit most from non-traditional job placement programs are those who are motivated and job-ready. Age, race or educational background per se appear to be less important factors. Second, the use of successful role models who have been placed into non-traditional jobs seems important. Third, support and constructive criticism in job search and interviewing is important. Fourth, work experience is an important component in building



a woman's skill and confidence. As a corollary to this, the support and active supervision provided by a work site supervisor during training can be a critical factor in a woman's decision to enter and pursue a non-traditional career. Fifth, while resistance on the part of some is breaking down, there is still a considerable barrier facing women once they actually land and begin work on a "non-traditional" job. Projects naturally choose training instructors from unions and employers who are sympathetic to the programs' goals. Yet, women are often unprepared for the "baiting" and "teasing" which they must endure as part of their initiation into the real "non-traditional" job world. As a result, the women may get placed, but too many don't stick with it.

### Handicapped Workers

Handicapped or disabled persons comprise a particularly important and complex segment of the population that the NPSPS sought to serve. The needs of this segment may be more complex because of the diverse nature of the disabilities they have, the age at the onset of the disability, the severity of the disability, and the other skills and capabilities of the individuals. Thus, some handicapped persons have relatively wide horizons, while others have rather narrow employment prospects. Because the handicapped population segment encompasses persons with such diverse employment capabilities and difficulties, the formulation of training and employment programs must be equally flexible and wide-ranging.\*

### Handicapped Population Segment Size

Nearly every agency that deals with problems of handicapped clients has sought, at one time or another, to calculate the number of handicapped persons in the nation, yet no clear consensus exists due to the contradictions in defining the handicapped segment of the population.\*\* Many researchers, however, use the findings of the Social Security Administration periodic surveys for the disabled. The 1972 SSA survey found that one in seven non-institutionalized Americans between 20 and 64 were disabled for six months or more in 1972. Those classified as severely disabled--persons unable to work

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\*Parker et al., Improving Occupational Programs for the Handicapped, Management Analysis Center, Inc., HEW Contract No. OEC-0-72-5226.

\*\*Berkowitz, Wouvall, Rubin, Economic Concerns of the Handicapped. A background issue paper for the White House Conference on the Handicapped, March 1976.

regularly or unable to work at all--included 7.7 million people. Three and one half million persons were occupationally disabled, which is defined as persons unable to work at the job held prior to becoming handicapped. Finally, and most relevant to the NPSPS Program, 4.4 million persons had secondary work limitations. These individuals were classified as able to work on a regular, full-time basis, but with some limitations in the kind and amount of work they could perform.\*

### Employment Problems

Prospects for employing the handicapped are extremely promising for those with less severe disabilities, and rather narrow for those with more severe disabilities.\*\*

One set of problems revolves around the extent and nature of labor force participation on the part of the handicapped. According to the SSA survey cited earlier, less than 50 percent of all disabled persons participate in the labor force, compared to almost 80 percent for the able-bodied population. Moreover, the disabled are subject to frequent work interruptions. During the year before the 1972 survey, almost three quarters of the able-bodied men who worked reported full-time employment for the year. Less than half of the working disabled did so. Related to this is the fact that the disabled are disproportionately affected by labor market changes. In bad times they become the most expendable workers. They are also affected by structural changes which reduce the number of lower-skilled, low-paying jobs to which they are disproportionately relegated. Taggart and Levitan suggest that the next survey of the disabled will likely show a marked decline in employment over the 1970's.

Another set of problems relate to characteristics of the population--the "double disadvantages" as they are sometimes called. Whereas persons aged 55 to 64 represent only a sixth of nondisabled adults, they account for more than a third of the disabled population.

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\*Social Security Administration, "1972 Survey of the Disabled."

\*\*All of the statistics cited in this section come from "Employment Problems of Disabled Persons," Robert Taggart and Sar Levitan, Monthly Labor Review, March 1977.

Blacks make up nine percent of the able-bodied adult population surveyed in 1972, but 14 percent of the disabled population. Among the disabled, too, the proportion of marital separation from all causes is twice that of the nondisabled adult population. Fewer disabled than nondisabled persons have completed high school. This combination of a mental or physical disability with a socio-economic disadvantage further reduces the disabled persons' chances for labor market success.

These "double disadvantages" notwithstanding, the potential of the disabled population is often underestimated. Employers tend to "slot" the disabled into a narrow range of low-skill, low-pay jobs regardless of their educational backgrounds. They tend to believe that disabled persons have limited promotability and are less productive than able-bodied workers. (Researchers at the George Washington University Job Development Laboratory have asserted that a motivated severely handicapped individual was as, if not more, productive than an able-bodied person on the same job!)\* "Institutional" problems, such as employers' restrictive insurance practices and failure to make environmental modifications--and "system" problems such as the lack of physical access to employment and training opportunities--also abound. Needless to say, all of these problems are magnified as the disability becomes more severe.\*\*

### Programmatic Responses

The difficulties for handicapped workers which were just discussed are only part of a much larger problem of representation.\*\*\* Presently there are at least six federal agencies that deal, in part, with the employment and training problems of the handicapped, including:

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\*"Model for Placement-Job Laboratory Approach," Kalisankar Mallik and Ruth Sablowsky, Journal of Rehabilitation, November/December, 1975.

\*\*All of these problems are also discussed in particular regard to disabled veterans in Wanted: Jobs with Fair Pay for Veterans with Abilities, Human Resources Research Organization, December 1974.

\*\*\*Coalition Building, A Report on a Feasibility Study to Develop a National Model for Non-Disability Communication and Cooperation, Frank G. Bowe, Jan E. Jacobi, Lawrence D. Wiseman, The American Coalition of Citizens with Disabilities, Inc., 1978.

- Bureau of Education for the Handicapped,
- Bureau of Occupational and Adult Education,
- U.S. Office of Education
- Social and Rehabilitative Services,
- Rehabilitative Services Administration, and
- Veterans' Administration.

The funding provided by these agencies supports a multitude of programs which do not necessarily serve all handicapped persons; more often these state and regional programs offer training and counseling to narrowly defined sub-populations within the disabled population segment. For example, the Aux Chandelles Vocational Training Department in Indiana is a vocational training program for mentally retarded persons aged 18-21. The Maryland School for the Blind offers a work study program for blind youth, and in Los Angeles, the L.A. City Unified School District offers an occupational skill training program for the deaf and orthopedically handicapped.

Up until recently, the Employment and Training Administration of USDL had been notably absent from the list of agencies supporting projects for the handicapped. One of its early projects, begun in 1971, was Project Volunteer Power.\* It was an attempt to test a new approach to the development of greater opportunities for the employment of the handicapped--the mobilization of key individual and organizational resources at the local level. Three cities which were considered to have relatively progressive programs and high awareness of the employment needs of the handicapped were chosen as pilot sites.

The activities conducted by the sponsoring committees in each of the sites differed, but they all had similar themes which hark back to the employment problems of the disabled. Identification of the local handicapped population, employer education, anti-barrier

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\*Project Volunteer Power, Final Report, President's Committee on the Employment of the Handicapped, Women's Committee, R&D Contract No. 82-11-71-23, 1971.

campaigns (to promote the removal of existing architectural barriers that impede the mobility of handicapped persons) and job promotion efforts (identifying the range of jobs that a person could perform) were all dominant project activities. Perhaps more than anything else, this early project succeeded in awakening all those involved to the truly astounding number of day-to-day obstacles confronting handicapped persons in all aspects of their lives. Results in terms of improved employment opportunities were not assessed.

One successful demonstration project launched by ETA in the state of Wisconsin was known as Project Skill.\* Project Skill involved the design, development and implementation of a sheltered work situation in the state's Civil Service system. Less severely mentally and emotionally handicapped people have been rehabilitated through on-the-job training in various state agencies. As trainees they earn the minimum wage. Afterwards, the agencies are committed to moving these disabled individuals into permanent positions at the prevailing grade and wage level. The Project is perhaps most noteworthy because it provided a model to other civil service systems on how to overcome the institutional barriers facing the handicapped in gaining access to civil services employment.

Interest in funding additional employment and training projects targeted for the handicapped found a clear partner in the NPSPS program.

### Rural Workers

The character of life in rural America has changed significantly since the Industrial Revolution, and there are signs of major change on the horizon once again. The most predominant change in the early part of this century was the outmigration from rural to urban areas. Most of this outmigration was from the farm. Only 30 years ago, nearly one out of every four people in this country lived on a farm. Today the proportion is down to 1 out of 20.\*\*

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\*Research and Development Projects, USDL, Employment and Training Administration, 1976.

\*\*Manpower Report of the President, 1971.



The rural population remained fairly stable, however, due primarily to the growth in the rural nonfarm population. The rural nonfarm population has grown by a sufficient amount in every census decade since 1910 to offset the decline in the farm population and to keep the rural population constant at about 50 million.\* Today the non-farm population outnumbers the farm population four to one; 30 years ago there were more farm than nonfarm residents in rural areas.\*\*

Outmigration due to continuing mechanization and consolidation of farms is expected to continue, but its rate is slowing. Indeed, the population in rural sections of the country showed signs of increasing in the early 1970's. By 1974 there were 57.4 million rural Americans. For whatever reason--growing disillusionment with wage-earning prospects in urban areas, increase in rural nonfarm job opportunities, etc.--the rural population gain (5.6%) has, for the first time in this century, been greater than the growth rate (3.4%) of the metropolitan areas.\*\*\*

The "trend" towards more people living in rural areas is not necessarily an encouraging one when considered from an employment perspective. The rural population still consists of a relatively high percentage of the less-skilled, the less well-educated, the aged and the poor. For example, despite the fact that only 27% of Americans live in rural areas, 40% of the poor are concentrated in rural America. The picture is even bleaker when examined by selected regions and population subsegments--in the south, 44% of the black and 15% of the white population are below the poverty level.\*\*\*\*

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\*Marshall, Ray , Rural Workers in Rural Labor Markets, Salt Lake City, Olympus Publications, 1974.

\*\*Op. Cit., Manpower Report of the President.

\*\*\*National Council on Employment Policy, "How Much Unemployment Do We Need?" 1976.

\*\*\*\*Op. Cit., Ray Marshall

As the chart below starkly depicts, unemployment and subemployment has hit the rural workers hardest, particularly among rural blacks seeking work in the farm and nonfarm segments.

<u>MALE SUBEMPLOYMENT AND UNEMPLOYMENT RATES IN U.S., 1970*</u>				
	<u>Unemployment</u>		<u>Subemployment</u>	
	<u>Black</u>	<u>White</u>	<u>Black</u>	<u>White</u>
Rural Nonfarm	5.6%	4.1%	29.4%	9.6%
Rural Farm	2.0	4.7	33.1	11.1
Urban	6.5	3.6	14.6	6.3

Even as the rural South (for example) undergoes industrialization, certain groups do not share equally in the wealth that is created. Areas of the South largely populated by blacks experienced the least industrialization, according to some researchers.\*\* It is also likely that when high wage industries do come into a rural area, they hire the best workers (some of whom have migrated from the North), leaving virtually untouched the chronically unemployed and disadvantaged. Thus, it is clear that for many in rural areas, the growth of nonfarm jobs has simply not been sufficient to offset the loss of agricultural work. And with the modernization of farms, the agricultural jobs that remain are beyond the skills and abilities of the people who remain.

There are also certain characteristics of rural labor markets which tend to curb the employment options available to rural residents. These can be summarized as follows:

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\*Calculated from United States Census of Population, 1970.

\*\*Till, Thomas, Thompson, Allen and Marshall, Ray, Stages of Industrial Development and Poverty Impact in Nonmetropolitan Labor Markets of the South, 1975.



- Rural labor markets have less structure and diversity than their urban counterparts,
- Rural labor market information is less formal--often inaccurate and by word of mouth,
- Rural areas suffer from a relative scarcity of manpower and training facilities,
- Rural labor organizations and employment services are dispersed and outmoded.\*

The increasing size and productivity of the rural labor force, and its importance to the nation's economy, has prompted, almost reluctantly, a rethinking of techniques for increasing opportunities for this segment.

#### Programs for Rural Labor Segments

Programs aimed at easing the employment problems of the rural disadvantaged have generally fallen into three categories: training, retraining and education programs; mobility assistance projects; and service outreach efforts. While these programmatic approaches have produced valuable results, a basic problem is that they have been undertaken on a very limited basis. A second problem has been the lack of available transportation for rural residents,\*\* which keeps many of the neediest from training as well as job opportunities. A third problem is the limited job opportunities. Lastly, the lack of a clearly defined national growth/development policy has also hampered the development of a comprehensive approach to the problems of the rural populace. Nonetheless, as they form the backdrop for understanding the rural-oriented projects sponsored by NPSPS, some of the major programmatic efforts are described here.

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\*"Manpower and Rural-Urban Balance," paper presented by Ray Marshall to the U.S. Central Regional Conference, 1976.

\*\*Rural Oriented R&D Project Supported by ETA/USDL: A Review and Synthesis, Gene S. Leonardson and David M. Nelson, 1976.

The decade of the sixties, with its preoccupation with urban social and economic ills, spawned the Manpower Development and Training Act of 1962 and the Economic Opportunity Act of 1964. Both programs have been criticized as lacking serious training content and as disguised income maintenance programs which favored a distribution of funds and benefits to the urban rather than rural populations. The training provided under MDTA covered a variety of occupations, oriented mostly toward nonagricultural industries. Only about 20% of MDTA clients were rural area residents, and few were trained for the types of skilled jobs which may have been valuable to them. The best record of service to rural residents was established by the Neighborhood Youth Corps. Forty-two percent of its young, in-school program enrollees were rural residents. The problem, however, was that many of the youth intended to leave the area and what they needed most was preparation for this--in social adjustment to urban life and in occupational training. NYC, oriented as it was towards urban youth, provided primarily work experience.

One small program which focused on rural populations was Operation Mainstream. The projects sponsored under Operation Mainstream provided displaced, older farm workers with community-service type work experience. Counseling and education services, designed to assist the individual in transition to unsubsidized employment, was also provided. The program was not generally successful transitioning these older workers. A more recent version of Operation Mainstream has been the resurgence of interest in cottage crafts. Under CETA, a number of localities have instituted small-scale training projects to teach certain crafts--canning, weaving, etc. The goal is for individuals who are less mobile than others to be able to earn a living selling crafts at or near home. Though not restricted to rural residents, this type of program, initiated first through the Vermont Special Work Project,\* has considerable potential for rural dwellers and others with limited access to existing job opportunities.

Early attempts to bring manpower services to the rural areas were hampered in other respects. The Farm Labor Service (FLS) historically provided employment labor services to the rural population,

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\*The Experimental and Demonstration Manpower Pilot Project on the Special Work Project for the Unemployed and Upgrading for the Working Poor, Final Upgrading Report, September, 1973.

yet like its successor, the Rural Manpower Services (RMS), both services discriminated against farm workers and minorities. A 1971 lawsuit against DOL confirmed this pattern of discrimination and contributed to the development of manpower services to rural areas. The Smaller Communities Program brought teams of State employment service specialists into remote rural areas to survey the employment problems of local residents. The "Ottumwa" project in Ottumwa, Iowa involved the creation of a full-service employment office in this largely rural area. Operation "Hitchhike" lent employment specialist staff to institutions and agencies such as the Agricultural Extension Service which had a track record of familiarity with rural area problems. While none of these projects continue as such, the concept of outreach services is carried out today by the Federal-State Employment Services and in several local CETA programs throughout the country.

Mobility assistance projects were funded from 1965-1969. The projects provided information about the job market at the individuals' destination, financial assistance in moving and help settling in. The projects demonstrated the particular importance of providing assistance in the location of a specific job, and in the provision of the after-arrival assistance. While the program was not continued, some relocation assistance is today provided under other legislative authorization administered by the Department of Housing and Urban Development.

The experience with all of these projects demonstrates the necessity for manpower services in rural America. Many projects have continued in some form or another; but much more clearly needs to be done. The four rural workers projects funded by NPSPS are an important contribution to serving this population segment.

### Young Workers

As of September, 1977, 1.6 million teenagers aged 16-19 were employed in this country. They represented about 18 percent of the civilian teenage labor force of 9.1 million persons.\*

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\*Employment and Earnings, U.S. Bureau of Labor Statistics, October 1977.

Calculating unemployment among youth is difficult. The definition of unemployment in this case is a person at least 16 years of age, without a job, available for and looking for work. Youth are considered "employed" if they work for pay, however briefly, during the survey week. Since teenagers enter and leave the labor market more frequently than adults, there is some evidence that regularly reported estimates may overstate the employment rate for out-of-school youth and understate that for youth in school.\* Moreover, there is no accounting for the large number of discouraged youthful aspirants who have given up looking for full or part-time employment. Using a national longitudinal survey to compute unemployment rates points out the range of unemployment figures for youth aged 16-21.\*\*

<u>Youth in School</u>	<u>Unemployment Rate</u>
Males	22.5
Females	23.0
Both	22.7
<u>Youth Not in School</u>	
Males	12.1
Females	15.0
Both	13.4
<u>Total Youth</u>	
Males	14.8
Females	17.1
Both	15.9

\*U.S. Department of Labor, Career Thresholds, Herbert Parnes, 1976.

\*\*Op. Cit., U.S. Bureau of Labor Statistics.

Regardless of the exact figures, labor authorities agree that unemployment rates for teenagers (16-19) are substantially higher than for adult workers.\* The rate of teenage unemployment during the last 20 years has consistently ranged from 5 percent higher than the adult rate in 1953, to 12.9 percent higher in 1977. Persons aged 16-19 account for about 10 percent of the total labor force and an alarming 25 percent of all unemployment. Among minority (primarily black) teenagers unemployment is 37.4 percent, more than double the figure for white teenagers.\*\* High school dropouts also have an unemployment rate nearly twice that of graduates.

### Characteristics of the Youth Labor Market

The World War II baby boom resulted in an unprecedented number of young persons in the population. This trend peaked in 1965 when 12.1 percent of all workers were young people (age 16-21). This disproportionate number is now decreasing, and estimates project that young people will comprise 11.4 percent of all workers in 1980 and only 9.5 percent in 1985.\*\*\* The increased proportion of youth in the labor market can be traced to a number of factors:

- higher education costs force a greater percentage of youth from school into the labor market, especially from middle and lower income families;
- schools place increasing emphasis on the value of work experience while in school;
- the earning premium (more schooling/more pay) began dropping in the mid-1960's, resulting in youth leaving school to go to work;
- the desire for cars, clothes, and entertainment prompts many youth to seek employment earlier in life;

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\*Policy Options for the Teenage Unemployment Problem, Background paper No. 13, September 21, 1976.

\*\*Op. Cit., U.S. Bureau of Labor Statistics.

\*\*\*Source: Census Bureau of Labor Statistics from Data Resources Inc. data bank.

- an increased desire for independence, especially financial independence, results in a greater percentage of youth entering the labor market;
- young women's participation in the labor market may be traced to later marriages and fewer children; and
- manpower needs of the military have declined by 1 million persons during the 1968-1974 period.

The special problems of youth employment can be traced in part to the sporadic nature of labor force participation among youths. Students attending school full-time may seek summer, weekend and after school work. Historically, workers who enter and leave the labor market intermittently are less attractive to employers than full-time workers. Their turnover patterns restrict them to the less desirable, low skill, low pay positions. Given the alternative of hiring more experienced, stable workers, employers usually opt for the latter.\*

Barriers to employment for youth may have their roots in the minimum wage laws which presently set \$2.30 per hours as a beginning wage for all employees. Potential employees from the youth labor market are seen as costing more to train, even for low skill jobs, than more experienced older workers. Hence, employers cite a relative lack of economic return in hiring younger workers.\*\*

In a broader context, the difficulties of transition from school to work for youth may be a criticism of the education and training available to youth today. Loosely disciplined schools and inadequate counseling have not prepared youth adequately for the job

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\*"Employment and Training Programs for Youth," Robert Taggart, From School to Work, A Collection of Policy Papers Prepared for the National Commission for Manpower Policy, 1975.

\*\*R. S. Goldfarb, The Policy Content of the Quantitative Minimum Wage Research, 27th Annual Meeting of the Industrial Relations Research Association, 1975.



market. To combat these and other problems, the Federal government has enacted special legislation and programs to assist youthful aspirants in finding employment.

### Special Programs for Unemployed Youth

Federal programs for youth have generally aimed to reduce the number of discouraged youth by providing work experience, training and counseling on the one hand, and by providing more career-oriented education on the other. Some positive results have been achieved, and much has been learned from these programs that continues to lead policy-makers to adopt new programmatic approaches.

### Manpower Program Efforts for Youth

The two major youth programs initiated in the sixties under USDL auspices were the Neighborhood Youth Corps (NYC) and the Job Corps. NYC programs were primarily designed to provide part-time and summer jobs--work experience--to disadvantaged urban youth in school and seeking summer jobs. A smaller group of young people who were out of school received work experience and training. The Job Corps program served a somewhat different need. Originally administered by the Office of Economic Opportunity, Job Corps established residential training centers where disadvantaged youth could receive intensive manpower services, including primarily vocational training and counseling. On a much smaller scale, youth also participated in institutional and on-the-job training through MDTA and the Job Opportunities in the Business Sector program (JOBS). Indeed, the latter represented the first comprehensive approach to the provision of manpower services (involving the private sector in the provision of on-the-job training and supervision, and other organizations in the provision of remedial education, counseling, medical, transportation and other forms of support--all under one program). Unfortunately, a dip in the country's economy shortly after the program's inception and a stepped-up move to hire veterans for the JOBS program effectively limited the number of youth who could participate in it. In addition, of course, the JOBS program was inappropriate for in-school youth who represented the largest client group of youth at the time.



More recently, major legislation has been passed which focuses on the needs of youth. The Youth Employment and Demonstration Projects Act includes several components. First, it establishes a Youth Conservation Corps to provide summer jobs for teenagers to accomplish conservation work. The major emphasis here is on serving the maximum number of youth with high quality (meaningful) work experiences. The "Entitlement" projects supported under YEDPA will test the notion of whether jobs can be guaranteed for 16-19 years olds and whether these jobs increase high school retention, return and completion. "Community improvement" projects will also be funded year-round for out-of-school youth. The "Youth Employment and Training" title of YEDPA funds skills training, work experience, remedial education and support services. It emphasizes the coordination of local resources through the involvement of youth advisory councils. This legislation, enacted in 1977, represents the most concerted effort to date to meet the employment and training needs of youth. With over \$1 billion in funding already authorized, its scope is considerably larger than previous efforts.

#### Educational Program Efforts for Youth

With the abundance of youth entering the labor market in the 60s and quickly becoming discouraged, educators began to question the role that the educational system should play in the preparation of youth for jobs and careers. Vocational education programs began to multiply after the passage of the Vocational Education Act in 1963 and subsequent amendments. Soon, the concept of career education also took root. Advanced originally by the Office of Education and more recently by the National Institute of Education, career education involves early preparation to help youth avoid getting ensnared in a series of early, negative work experiences. By providing realistic information about the job world and education which is more clearly targeted toward entry into the job world, it is hoped that youth will have greater incentives to remain in school and thus avoid the added labor market disadvantage conferred upon school dropouts. A series of experimental school programs is now being funded to test these hypotheses. A primary example is the Career Intern Program (CIP) which was developed and first operated in Philadelphia by the Opportunities Industrialization Center, a prominent community-based organization with considerable experience in providing skills training and other employment services to the disadvantaged under USDC auspices. The Career Intern Program is an

alternative high school for disadvantaged youth. Most of its clientele are minorities. Interns begin by taking the basic courses plus a general career awareness program. Remedial education is also provided during this first phase, to upgrade basic skills. Later, students, counselors and career developers work together to develop individualized career development plans. During the next phases, students begin to visit local businesses and industries and together with staff, develop meaningful work experience assignments and/or opportunities for advanced training.

Throughout this period, students have considerable flexibility in terms of the ways in which they choose to upgrade their skills and learning. They also have considerable responsibility for the development of their programs and, indeed, in the school's operation. Moreover, after the student graduates there is a 6 to 12-month followup period. Because of its early success in improving student grades, and self-esteem scores, and in reducing absenteeism and dropout rates, CIP is now being replicated in four other cities.

All of these programs have contributed to our understanding of the "youth problem" and how to solve it. For one, we have learned the importance of work supervision. Too many work experience programs placed most of their emphasis on developing the slots and too little on insuring that meaningful work experiences were provided. Experiments are now being done with procedures such as stipends to work supervisors, orientation sessions with the youth, the program administrator and the supervisor, and regular supervisor and supervisee evaluations. Second, we know a little more about what a good counseling component involves. It emphasizes vocational counseling as opposed to personal problem-solving; it utilizes quality staff who have worked with youth before and have a thorough knowledge and realistic appreciation of the local job market; it utilizes group counseling where appropriate, such as in teaching job-seeking skills; and it involves the youngster in the development of an individualized, step-by-step career development plan which can be used to mark progress. Third, we have learned that there is no one "youth problem" which applies to all youth. Youth who are in school have different needs from out-of-school youth. Dropouts have still other needs. Fourteen to fifteen year olds who have little concept of the job world have different needs from 18-year-old mothers who need some form of income maintenance first and foremost. Above all, youth should be involved in the development

of programs, projects and plans to improve their future employment prospects. Some of the NPSPS youth projects draw on these lessons; others have developed their own special techniques for solving certain aspects of the "youth problem."

### Offenders as Workers

Over the past fifteen years, policymakers, criminal justice system personnel and academicians have recognized and emphasized the importance of employment as a critical factor in successful offender reintegration. The correlation between unemployment and recidivism has been clearly documented.\* Termed the "disadvantaged of the 'disadvantaged'" in one study,\*\* the offender population has traditionally faced severe impediments in securing and maintaining employment. While it is not possible to gauge the exact extent of unemployment among this population, various studies have estimated rates of 15 to 17 percent among selected samples.\*\*\*

It should be mentioned at this point that the term "offender" is sometimes broadly used to include pre-trial defendants, institutional inmates, probationers, parolees, and individuals possessing an arrest or conviction record who have long since terminated any involvement with the criminal justice system. It is this heterogeneous population of defendants, offenders with minimal to lengthy conviction records, and ex-offenders who have become the target of an increasing number of vocational training, development and placement programs.

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\*For example, see Pre-Trial Intervention: A Program Evaluation of Nine Manpower-based Pre-Trial Intervention Projects Developed under the Manpower Administration, U.S. Department of Labor, Final Report, July 31, 1974.

\*\*A Review of Manpower R&D Projects in the Correctional Field (1963-1973), Manpower Research Monograph No. 28, 1973.

\*\*\*G. A. Pownall, Employment Problems of Released Prisoners, U.S. Department of Labor, 1969 and Witte, A. D., "Earnings and Jobs of Ex-Offenders: A Case Study," Monthly Labor Review, December 1976.

Typically, offenders or ex-offenders are hindered in seeking employment not only by the lack of skills and education that characterizes this population but also by legal, administrative and attitudinal barriers. Not surprisingly, high unemployment rates and low occupational level jobs are consequences of these factors. Increasing crime and recidivism rates have created strong interest on the part of policymakers in determining and establishing the components of successful rehabilitation; employment represents a significant component.

### Employment Problems

Overwhelmingly male,\* with a larger proportion of minorities than the general population, offenders are typically high school or even grade school dropouts from lower socio-economic backgrounds. An increasing number of female offenders (arrests for all offenses for females went up 85.6 percent between 1960 and 1972, compared to an increase of only 28.2 percent for men during that period)\*\* share the same disadvantages as their male counterparts. Furthermore, these individuals often possess limited or no job skills.\*\*\* To compound these disadvantages is evidence that offenders reside in non-supportive subcultures which " . . . do not emphasize upward mobility or achievement and hence have values which are viewed as being more important than steady employment and employment which provides advancement opportunities."\*\*\*\* When released from incarceration, ex-offenders have few resources, if any, and are forced to take the first job that comes along. When employed, offenders tend to be concentrated in low-skill and low-wage occupations. For

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\*Federal and state prison populations are more than 95 percent male, on the average.

\*\*From Convict to Citizen: Programs for the Woman Offender, Virginia McArthur, June, 1974.

\*\*\*A report by the New York City Commission on Human Rights in 1972, The Employment Problems of Ex-Offenders, indicated that 53 percent of the male population in city correctional facilities were totally unskilled.

\*\*\*\*G. A. Pownail, Employment Problems of Released Prisoners, U.S. Department of Labor, 1969.

example, a recent study found a preponderance of ex-offenders in the three lowest skill categories of the Department of Labor's occupational classification. The same study also found that their earned income was significantly below that of comparable groups of adult men.\*

To further compound the intrinsic problems of the offender in securing employment are external hindrances imposed by employer attitudes and legal restrictions. Negative attitudes often held by employers toward persons with a conviction or even an arrest record pose employment barriers. Various federal and state laws bar offenders from certain occupations in both the public and private sector. Public and private agencies also enact administrative restrictions limiting the employment of ex-offenders. However, in recognition of the fact that employment is essential to offender rehabilitation, there has been an increasing trend on the part of legislators and criminal justice officials to erase unreasonable and discriminatory statutes. In fact, a few states have enacted statutes eliminating employment restrictions imposed on ex-offenders solely because of a felony conviction. In general, significant efforts have been made to ease offender employment restrictions through the Federal Bonding Program and the National Clearinghouse on Offender Employment Restrictions.

#### Employment Programs

The earliest employment programs for offenders were vocational training programs developed within correctional institutions. The most common programs included auto mechanics, arc and acetylene welding, machine shop, radio and TV repair, carpentry, baking and cooking. Unfortunately, however, too many programs relied on outdated, second-hand materials.\*\* Moreover, the courses were

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\*Witte, A. D., "Earnings and Jobs of Ex-Offenders: A Case Study," Monthly Labor Review, December 1976.

\*\*Robert Taggart III, "The Prison of Unemployment, Manpower Programs for Offenders," Policy Studies in Employment and Welfare #14, edited by Sar A. Levitan and Garth Mangum, Baltimore and London, The Johns Hopkins University Press, 1972.



frequently tied to prison maintenance, which meant that in some prisons the training goals became subsidiary to the prison maintenance goals. Both of these conditions limited the relevance of training to the real job world. Job placement efforts were also haphazard in connection with institutional training programs.

More recent experiments in institution-based training have focused on job-related behavior modification and coordination of efforts prior to and after release. The Experimental Manpower Laboratory for Corrections is attempting to institute a "token economy" in one cell block as a means of instilling order and discipline, improved personal appearance, and performance of work tasks. The ultimate goal is that the learned positive behaviors are carried over into on-the-job behavior once the inmate is released from prison. The Mutual Agreement Program involves the joint efforts of the inmate, the parole officer and correctional authorities in the development of an education, training and rehabilitation program which is tied to fixed dates of release and employment. Thus all parties are held accountable--the inmate for completing the planned program and the parole officer and correctional authorities for providing meaningful training and job placement, still one of the most urgent needs of all offender employment programs.

As programs evolve, increasing attention has been placed on the post-release needs of the offender. Work release is one of the oldest and most successful programs designed to ease transition to civilian life. In work or study release programs, prisoners go into the community to attend classes, work, or to seek work during the day, and return to confinement in the evening. Such programs usually include some counseling and job development. There are good economic arguments for work release programs (in terms of reducing the burden on society) but perhaps the best argument is that community work release programs allow offenders to live as close to normal life as can be accomplished given the constraints of the situation. For the same reason, unfortunately, there may be some local resistance to the placement of offenders in community programs.

Today the emphasis is on placement and training programs in the community. The National Alliance of Businessmen has acted as an important job development resource for ex-offenders. A number of

non-profit organizations, supported largely by federal and foundation monies, have begun to provide counseling, referral, screening, job development and placement services to ex-offenders. These programs are frequently staffed by ex-offenders. Supported work projects also attempt to overcome the difficulties ex-addicts and ex-offenders have in finding and maintaining steady employment.\* The Pioneer Messenger Service, for example, was a commercial service in New York City which offered pick-up and delivery of packages. A supportive services program provided employees assistance with the practical problems of their new lifestyles and habits-- problems of housing, health, family, finances, etc. While early findings demonstrated that all "clients" were not necessarily ready for a competitive work environment, the concept of supported work has been upheld. Some supported work projects are again seeking to become successful commercial ventures, and provisions for joint worker-management decision-making and profit-sharing are also being explored.

Pre-trial intervention programs have also been used with increasing frequency as a substitute for possible incarceration. As part of this type of program, an arrestee is required to participate in a rehabilitation effort which often involves productive employment. Thus, the attack on the problem has included attempts to assist arrestees prior to incarceration, to assist offenders during institutionalization, and to provide help upon release.

So far, post-release placement programs have had the most difficulty. This has been particularly true for agencies that simply serve as referral agents or handle only youthful offenders. A survey of all ex-offender employment programs listed in A Compendium of Selected Criminal Justice Projects indicates that placement rates range from only 34 percent to 49 percent.\*\* Successful offender placement and employment stability often requires

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\*First Annual Report on the National Supported Work Demonstration, Manpower Development Research Corporation, December 1976.

\*\*A Compendium of Selected Criminal Justice Projects, prepared by Abt Associates Inc. for the U.S. Department of Justice, Law Enforcement Assistance Administration, June 1975.



intensive support ranging from remedial reading and writing assistance to active job solicitation and even program supported positions with employers.

The NPSPS projects for ex-offenders focused primarily on training and placement. In addition, two of the three projects serving female ex-offenders provided housing and a "total environment" which supported the women in their transition from incarceration to employment.

### Seniors as Workers

Over the next few decades, the number and proportion of persons over 65 is expected to expand dramatically. Some 20.3 million Americans are now at least 65 years of age; by the year 2000 this figure will rise to 30 million.\* As the post-World War II baby boom turns into an elderly boom around the year 2010, the number of aged citizens is expected to rise even further. This, coupled with scientific and medical advances and slowing birth rates, may almost double the percentage of elderly in the American population.

Today is not 2010, however, and the elderly population is still a clear minority in America. Nine percent of the population, they represent barely 3% of the labor force. Among the reasons for this small number is employer attitudes. Many employers mistakenly believe that older workers have poor attendance records, are more difficult to train and have higher turnover rates than other workers. A Civil Service Commission study clearly showed these attitudes to be ill-conceived. Older people learned differently from younger people but equally effectively. Women between the ages of 41 and 60 were found to use less sick leave than younger women. The same study found that turnover rates decline steadily for both men and women from their early twenties to their early fifties.\*\*

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\*"Tomorrow's Jobs are Coming of Age," Worklife Magazine, March 1977.

\*\*Opening Job Doors for Mature Women," Manpower Magazine, August 1973.

Another reason for the small number of elderly people in the labor force clearly relates to the living standards and conditions of the aged. The aged tend to have fewer means--less money, less education, less mobility--than younger Americans. The Bureau of Census reports that, in 1975, while the median income for all American families was \$13,719, the median for families headed by persons aged 65 or over was \$8,057. The median for "unrelated individuals" in that age group was even lower--\$3,311.

Age barriers have also depressed, perhaps unjustly, the participation of older Americans in the work force. After the age of 65, the labor force participation rates of older people drop substantially--about 50 percentage points, to only 20%.\* This is probably due to forced retirement laws.

The new retirement laws which were signed by President Carter in April, 1978 are part of a growing national recognition of the greater potential of the elderly population. Testament to this are the relatively high labor force participation rates of some older workers. Participation rates for males in the 55-59 year age group, for example, were 83% as of September, 1977,\*\* only a few percentage points below the average participation rates of the 20-54 age group.

Unemployment rates for the elderly population may also be deceptively low, understating the real challenge. The Women's Bureau points out that "hidden" unemployment may be especially great for older women. Since only persons who are both out of work and seeking work are counted as unemployed, there is no accounting for the large number of elderly who have been discouraged from looking for work. In addition, seniors experience higher average durations of unemployment than other groups. Two out of every five unemployed elderly were unemployed 15 weeks or longer as of BLS's September, 1977 survey. Less than one out of four in the total unemployed

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\*Employment and Earnings, Bureau of Labor Statistics, October 1977.

\*\*Ibid., p. 21.

population were without work for that long. Moreover, if the number of elderly "volunteers" is any indicator, more jobs, full and part-time, are definitely needed.

### Programs for the Elderly

The Older Americans Act of 1965 represented the first nationwide effort to tackle the problems of the elderly. These programs have been somewhat limited, however, and usually tied to the provision of services for the elderly. Thus there have been a number of attempts to employ the elderly to help the elderly, or to employ the young to help the elderly, but relatively few attempts to seek a better integration of the elderly into the society at large. There is hope that the 1980s will see greater emphasis on "lifelong learning" and on eliminating the fragmentation of life into sections--education for the young, work for the middle-aged and retirement for the elderly--but like 2010, even the 1980s are still a few years off. Another limitation of elderly programs to date is simply their scarcity: some positive program models are available, but few communities have sought to initiate such programs.

The programs which have been launched to date are highlighted below. The Senior Community Service Employment Program (SCSEP) was one of the earliest and largest efforts launched to employ disadvantaged persons 55 years of age or older. Authorized under Title IX of the Older Americans Act, the program served 15,322 older Americans as of the first quarter of FY1976.\* From July 1978 through June 1979, 47,500 participant slots have been planned. SCSEP participants worked in a variety of community service settings, including senior citizen centers, nutrition programs for the elderly, home health care projects, etc. Wage rates are fairly low at \$2.25 per hour, due in part to the minimal level of training and skills required for these types of jobs. State and local SCSEP projects are conducted by five nationally-affiliated organizations, including Green Thumb, Inc. (an arm of the National Farmers Union), the National Council on the Aging, the National Council of Senior Citizens, the National Retired Teachers Association (part of the National Association of Retired Persons) and

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\*"Words and Figures," Worklife Magazine, February, 1976.

the Forest Service of the U.S. Department of Agriculture. In addition to gaining the opportunity to enhance their income, other services are also provided through SCSEP. These services include job training, referral and placement into unsubsidized employment, personal and job-related counseling, physical examinations and consumer examination. No data is available on the placement and services results of this program.

While SCSEP primarily employs elderly people to serve other elderly people, another small program which was recently launched helps the elderly to become more self-sufficient. The Senior Skills Center is a training program in Santa Rosa, California for seniors aged 55 years or older. Under CETA with the Governor's four percent discretionary funds, the program hires instructors recruited from the area's senior population to train seniors in office skills, small appliance repair, carpentry, etc. Attached to the center is a food co-op, a gasoline co-op and other service centers, all of which sell their products to seniors at reduced rates. The seniors do not get paid for their work, but the hope is that the skills they have learned will help them become more self-sufficient and therefore alleviate some of the financial constraints imposed on them. The project, too, hopes to move towards self-sufficiency by selling the products and services performed by seniors.

The Winterization program funded by the Community Services Administration uses local CAP agencies to hire CETA workers to winterize the homes of the poor and elderly. Like the Skills Center, this program is not specifically directed at the employment of the elderly. Unlike the Skills Center program, the benefit to the elderly is primarily in the form of reduced heating bills; skills training is involved. Some programs have been launched to employ the elderly directly, such as using senior specialists in Employment Service offices.

NPSPS funded five projects for older workers, three of which employed the idea of seniors helping other seniors. The other two projects provided typical CETA training and placement services. Perhaps for this segment NPSPS projects did not add new or innovative programming approaches, but they did address a very real need for these workers. As has been discussed, relatively few employment and training projects for seniors have been funded at all. The expansion of the number of such projects through HPSPS is in itself a significant contribution to serving the needs of senior workers.

A SUMMARY OF PROJECT TYPES

## A SUMMARY OF PROJECT TYPES\*

### Women's Projects

Projects for women were awarded 26 grants, more than any other target group. Nine of the 10 regions funded at least one women's project. No women's projects were funded by Region X. County and consortium prime sponsors operate most of the women's programs, which are concentrated on the East Coast and in the Midwest. Funding levels range from \$32,625 to \$400,000, with most projects at about \$200,000. Women's projects funded under NPSPS are enumerated below:

#### WOMEN'S PROJECTS

##### Region I

City of Boston -- Preparation for Nontraditional Occupations  
Hillsborough County Human Development Administration -- Southern New  
Hampshire Training Program for Nontraditional Occupations

##### Region II

Westchester-Putnam Consortium -- Nontraditional Jobs Program  
Monmouth County Board of Chosen Freeholders -- Training Program for  
Nontraditional Jobs  
Bergen County CETA -- Voucher Program for Women  
Middlesex County Freeholders -- Women's Management Internship Program

##### Region III

City of Wilmington -- Counseling and Nontraditional Jobs Placement  
Program  
Virginia Department of Manpower Services -- Special Employment Oppor-  
tunities Program

##### Region IV

Broward Manpower Council -- Freedom of Career Choice Program  
Memphis-Shelby County Consortium -- Career Awareness for Young Girls  
and Training for Nontraditional Jobs for Women  
Louisville-Jefferson County Manpower Consortium -- Employer Relations  
and Creative Employment for Women Project  
Brevard County Board of Commissioners -- Career Counseling and Training  
for Nontraditional Employment  
Montgomery Manpower Consortium -- Displaced Homemaker's Project

##### Region V

Saginaw CETA -- Supportive Services and Placement Project  
Lansing Tri-County Regional Manpower Consortium -- Female Head of  
Household Welfare Recipient Program  
City of Hammond Manpower Planning Council -- Achievement Motivation for  
Women  
Fort Wayne Area Consortium -- Displaced Homemaker's Project  
WOW Consortium -- Orientation and Training for Nontraditional Occupa-  
tions  
State of Minnesota Governor's Manpower Office -- Upgrade OJT and  
Classroom Training for Nontraditional Employment

\*Project names given here are meant to be descriptive of key project goals and activities; they are not necessarily identical to the names provided at the top of each project summary in the Section, "Project Summaries."



Marathon County Planning Office -- Improved Employability and Alternative Job Scheduling Program

Region VI

Texas Panhandle Regional Planning Commission -- Women Heads of Household Program

Region VII

Independence, Missouri Manpower Resources Office -- Paraprofessional Program

Region VIII

South Dakota Balance of State -- Apprenticeship in Nontraditional Jobs  
Boulder County Employment and Training Administration -- Reapplication Skills Project

Region IX

Marin County Manpower Department -- Job Search Skills and Public Relation Project  
Santa Clara Employment and Training Agency -- Project Esperanza for Female Offenders

Region X

None

Training and placement in nontraditional occupations is the most common objective of women's NPSPS programs, but the concept of nontraditional jobs has been broadened by a number of projects. In recent years, training for nontraditional jobs has become synonymous with apprenticeships or training for manual trades such as those in the construction industry. Partly due to the lag in construction industry employment, however, many of the programs to train and place women in these jobs have been unsuccessful. NPSPS projects aim at a wider range of nontraditional job options, including commissioned sales, computer repair and management. Some of the projects which seek to place women in the construction trades offer training to develop physical strength. This is a relatively new feature in nontraditional programs for women. A number of the NPSPS women's projects are operated by women's centers or local YWCAs.

To emphasize interest in "widening options," a few of the women's projects feature voucher systems. Vouchers allow clients to choose the particular combination of services or service agencies they desire.

In addition to nontraditional job placement as a goal, the women's project sponsored by the State of Minnesota focuses specifically on upgrading underutilized women. Women who hear about openings at work are



encouraged to contact their local CETA office. The office, in turn, contacts the employer and attempts to arrange a program designed to qualify the woman for the upgraded position.

The women's projects serve different populations of women which sometimes have different training and support needs. Day care is a critical need for female heads of household, and is a key support service component of many women's projects. Displaced homemakers, on the other hand, tend to be older women who may be separated or widowed or simply seeking to re-enter the labor market. For these women, the emphasis in service delivery is on counseling, testing and job market readiness.

#### Handicapped Projects

One out of four NPSPS projects serves handicapped clients. Of the 10 balance-of-state prime sponsors who received NPSPS grants, four are serving handicapped clients. These include Delaware, Virginia, West Virginia and Ohio. Every region except Regions I and VIII is conducting at least one such program, with Regions III, V and IX offering the majority of them. Of the 21 projects, 13 are funded at \$300,000 or more. Projects serving handicapped clients are listed below:

#### HANDICAPPED PROJECTS

##### Region I

None

##### Region II

Somerset County -- Program for Mentally and Physically Handicapped

##### Region III

Philadelphia Area Manpower Planning Council -- Program for Vocational Education and Skills Training for the Mentally Handicapped

Baltimore Manpower Consortium -- Manpower Services for the Handicapped and Disabled Veterans

West Virginia Governor's Manpower Office -- Work Experience/OJT Program

State of Delaware Intergovernmental Manpower Service -- Short-term Occupational and Vocational Training and Rehabilitation Program

Virginia Governor's Manpower Council -- Work Experience for the Blind

##### Region IV

Birmingham Area Manpower Consortium -- Placement Project for Moderately to Severely Handicapped Persons

Alamance County Board of Commissioners -- Job Training, Counseling and Employment Project

Region V

TRICO Consortium -- Project to Train and Place Severely Disabled Clients in the Food Service and Sales Industry  
Columbus, Ohio Office of Manpower Development -- Project to Hire and Train Disabled Counselors in Occupational Analysis and Job Development  
Madison County Consortium -- Disabled Veterans Program  
Winne-Fond Consortium -- Supported Work Program  
Grand Rapids Area Manpower Planning Council -- Comprehensive One-Stop Service Project  
Genesee-Lapeer-Shiawassee-Flint Employment and Training Consortium -- First Entry Work Experience and OJT Program for Retarded Adults

Region VI

North Texas State Planning Region Consortium -- Personal Adjustment and Job Evaluation Project

Region VII

City of Omaha -- Job Placement in Growth Occupations Project

Region VIII

None

Region IX

City of Berkeley CETA -- Disabled Paralegal Advocate Project  
Inland Manpower Association -- Placement Program for Job-Ready Handicapped Veterans  
City of Oakland Department of Manpower -- Coordination, Training and Placement Project for Moderately Handicapped  
City of Los Angeles -- Civil Service Jobs for the Handicapped

Region X

City of Tacoma -- Work Experience Project

In serving handicapped clients, most prime sponsors have subgranted their funds to the local state department of vocational rehabilitation or to private organizations such as Goodwill Industries which have experience with handicapped individuals. Vocational assessment is a key problem in serving this target group. Emphasis has traditionally been placed on what the handicapped person can't do, rather than what he or she can do. As a consequence, vocational assessment and placement programs have steered handicapped clients into certain occupations only. Many have been discouraged from pursuing careers in public relations or sales, regardless of their mental capacity or motivation. One project takes a different approach. Sponsored by the City of Omaha and operated by Goodwill Industries, this project seeks to employ handicapped persons in local area growth fields such as computer programming and small products assembly.

Work experience and on-the-job training, particularly invaluable for emotionally handicapped and mentally retarded clients, is also provided. The "can-do" approach, plus the importance of working with employers, is also exemplified in the North Texas State Planning Region Consortium contract. Serving more than 200 physically and mentally handicapped people, this program works with handicapped clients and employers to create a match between client abilities and employer needs.

The "peer training" model is used frequently among NPSPS projects for this population segment. The Ohio balance-of-state prime sponsor's program operates in this manner at two levels. Two disabled persons coordinate the project, which trains 24 disabled persons to work as job counselors in local employment service offices throughout the state. In turn, the counselors offer specialized assistance to disabled ES clients.

Work experience is another key component of NPSPS projects for handicapped clients. Indeed, a few projects are using large portions of their budgets to subsidize the wages of handicapped clients. Physical handicaps represent the majority of handicapped clients. However, several projects do address the problems of individuals who are sensorily impaired or mentally retarded.

#### Youth Projects

Sixteen youth oriented projects are funded under NPSPS, with all but Region III participating. Funding ranges from \$56,975 to \$400,000, with an average of \$270,000 per grant. Projects serving primarily youth are listed below:

#### YOUTH PROJECTS

##### Region I

New Haven Labor Market Area Consortium -- Youth Job Upgrading Program

##### Region II

Broome County Manpower Planning Service -- Youth Assessment and Vocational Training Program

##### Region III

None

##### Region IV

Georgia Department of Labor Employment Security Agency -- Rural Skills Center

Clearwater, Florida Manpower and Planning Council -- Vocational Assistance Center for Probationers

Region V

City of Cincinnati -- Preparation and Employment Program for In-School Delinquent Youth  
Portage County Commissioners -- Job Teams Program

Region VI

Cameron County -- Comprehensive Employment and Training Program  
City of New Orleans -- Youth Development Program  
New Mexico Balance of State -- Comprehensive Employment, Counseling and Training Services to Most Needy Youth

Region VII

City of Springfield -- Counseling Project  
St. Louis County Department of Human Resources -- Project to Train Youth in Job Development and Vocational Counseling

Region VIII

Pueblo County Manpower Administration -- Part-time Public Sector Employment Project  
Jefferson County CETA -- Intensive Services to Youth Entering the Labor Force

Region IX

Alameda County Training and Employment Board -- Vocational Counseling and Academic Training Program for Poly-Drug Using Youth  
Honolulu Office of Human Resources -- Youth Employability Program

Region X

Pierce County Manpower -- Career Guidance and Work Experience Program

In contrast to projects funded for other population segments, many prime sponsors are conducting youth programs themselves by simply adding an intake or counseling component to their existing Title I services. One reason for this chosen mode of operations may be the paucity of local groups or institutions which serve the work experience needs of youth. Local schools, for example, traditionally provide only career guidance or vocational training. When established institutions do exist, there is still no guarantee of linkage. Many CETA-eligible youth are school dropouts who have little interest in school-based programs. Job Corps is a national CETA program providing comprehensive services to disadvantaged youth, but its services are available only to enrolled Corpsmembers.

Work experience is the most common service provided under NPSPS youth projects, although counseling and job readiness workshops are also offered. One youth project operated by the St. Louis County Department of Human Resources trains 10 youth to serve as Employment Service job developers for other youth.

A unique program sponsored by the Portage County Commissioners in Ravenna, Ohio uses competitive and sports interest to promote better work habits and teamwork among youth placed in public service employment. Teams of participants compete against each other in punctuality and attendance. Winning teams are rewarded with time off or other rewards such as steak dinners. The youngsters compete in athletic events as well, as a means of building team spirit. According to project documentation, team participants have been 38% more reliable in work habits than a control group of young PSE workers.

#### Ex-Offender Projects

Seven ex-offender projects were funded under NPSPS. Region II operates two projects, while Regions I, III, V, VII and IX operate one ex-offender project each. Grants range from \$62,688 to \$300,000, with an average of \$177,000 per grant. Ex-offender projects are enumerated below:

#### EX-OFFENDER PROJECTS

##### Region I

Cumberland County Commissioners -- Skills Training, Orientation, Counseling and Work Experience Project

##### Region II

Niagara County Manpower -- Training and Education Project

County of Onondaga -- Job Readiness and Life Skills Project for Women Ex-offenders

##### Region III

Prince William County Manpower -- Vocational Counseling, OJT, Job Placement and Follow-up Project

##### Region IV

None

##### Region V

Macomb County Community Services Agency -- Vocational Training Program in Electronics or Auto Repair for Sentenced or Detained Inmates

##### Region VI

None

##### Region VII

Black Hawk County, Iowa - Comprehensive Service Program for Female Ex-Offenders

##### Region VIII

None

##### Region IX

Sacramento-Yolo Employment and Training Agency -- Parole/Probation Jobs Program

##### Region X

None

All project prime sponsors are counties or consortia. Some projects are operated by the prime sponsor while others are subcontracted to public agencies. The Onondaga County prime sponsor (Region II) subcontracts to the Syracuse YWCA to operate its project. Governmental departments such as Youth Services or Corrections are typically involved in referring, or in one case, providing jobs for ex-offenders.

NPSPS placement projects for ex-offenders emphasize two aspects: sensitizing employers and improving the offender's educational status. Sensitizing employers is being accomplished through special workshops in a few projects. Since many ex-offenders have below high school level educations, many projects are encouraging participants to earn general educational diplomas (GEDs). The Sacramento-Yolo Employment and Training Agency sponsors a project which subsidizes the employment of offenders in the Department of Corrections and allows up to 10 hours of educational leave per week.

Most NPSPS projects are not concerned with the type of offense committed by the client, and most projects include ex-offender representation on staff. Parolees, youthful probationers, female ex-offenders and institutionalized clients (inmates) are all population groups which are served by NPSPS projects.

The NPSPS ex-offender projects exhibit some notable features. Two of the projects serving female ex-offenders offer housing to the women as part of the program. As important as the need for housing is among recently released female prisoners, employment projects aimed at this group have not traditionally offered housing assistance. At least one of the institution-based training projects plans an intensive follow-up effort (Macomb County Community Service Agency). Follow-up is widely recognized as important but infrequently performed for institutionalized individuals.

#### Rural Projects

Very few rural projects were selected for funding under NPSPS. Regions I,\* II, and III funded one each and Region IX funded two. Grant awards ranged from \$164,065 to \$283,433. Rural projects are listed below:

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\*This project was cancelled early.



## RURAL PROJECTS

### Region I

None

### Region II

Lawrence County, New York -- Assistant Manager and Agricultural Worker Program

### Region III

Richmond Area Manpower Systems -- Mobile Education and Training Program

### Regions IV - VIII

None

### Region IX

Tulare and King Counties Comprehensive Manpower Agency -- Job Training for Rural Women

City of Merced Manpower Development -- New Career Opportunities for Economically Disadvantaged Rural Women

### Region X

None

Of the four existing rural projects, the Richmond Area Manpower Planning System contract provides mobile vocational assessment vans, the Lawrence County, New York project is retraining rural residents for farm jobs and two projects, both in California, are aimed at preparing rural women to enter the job market. The prime sponsors for these projects are the Tulare and King Counties Comprehensive Manpower Agency and the City of Merced Manpower Department.

As a group, the rural projects are least likely to aim for placements. The primary services offered by rural NPSPS projects include work experience, on the job training, classroom or remedial education and work orientation. The projects for rural women focus on preparing women for new career opportunities, many of which are nontraditional. These include freeway maintenance, police and fire protection, auto mechanics, wastewater treatment, etc. Women are also instructed in building assertiveness and self-esteem, clarifying values and coping with the world of work (interview skills, budget management, etc.). The Tulare and King Counties project offers this type of training for one day each week, while the Merced project offers it intensively in the first three weeks of the project.



Richmond's effort focuses on transportation and inadequate education as the primary barriers to employment among rural residents. This project renovated and customized vans which make daily visits to rural work-training sites and other points in the community. The vans are staffed by experienced teachers who provide remedial education and GED preparation, as well as training necessary for survival in the world of work. Programmed instructional materials are also available for individualized use.

The fourth rural project works with both prospective employers (such as owners of large dairy farms or farm cooperatives) and displaced farm laborers in upstate New York. Thirty young adults are being trained to operate modern farm machinery, while 20 others are being trained to manage large farming operations. Twenty owner/managers are also receiving supervisory and job-restructuring training.

#### Older Workers' Projects

Five NPSPS grants were awarded to prime sponsors for projects targeted on older workers. Regions II, IV, VI, VII, and VIII awarded one grant each, at an average cost of \$218,000. Projects serving predominantly older workers are listed below:

<u>OLDER WORKERS PROJECTS</u>	
<u>Region I</u>	None
<u>Region II</u>	New York Balance-of-State -- Home Health Aide Training Program
<u>Region III</u>	None
<u>Region IV</u>	Lee County Board of Commissioners -- HEART (Health Education and Rehabilitation Training) Program
<u>Region V</u>	None
<u>Region VI</u>	Greater Fort Worth Manpower Consortium -- Older Workers Job Training and Employment Program
<u>Region VII</u>	City of Wichita -- Older Workers' Training and Employment Program
<u>Region VIII</u>	Weld County CETA Senior Aide Program
<u>Regions IX &amp; X</u>	None

Most of the projects involve subcontractual administrative as well as service delivery arrangements.

Two projects, sponsored by New York Balance-of-State and Lee County, Florida, focus specifically on training older persons as homemaker or health aides to assist other elderly persons confined to their homes. In Lee County, Florida, the "HEART" (Health Education and Rehabilitation Training) program is using Title III funding to expand its award-winning format to cover a younger age group (45-55 years). The first six weeks entail classroom training; the second six weeks combine work experience and classroom training. An unexpected finding is that many trainees are qualifying for nurses aide or orderly certificates as a result of their training. Many are therefore taking full-time jobs in hospitals and nursing homes in addition to working in private homes.

Two other projects offer more general counseling and placement assistance for elderly persons who may have been forced into early retirement. The Wichita, Kansas project is administered by Senior Services, Inc. (SSI) which shares office space with the CETA prime sponsor. Through their subcontractual arrangement, SSI now employs an "Intensive Manpower Specialist" to provide vocational services such as job counseling, work orientation and job development to CETA eligible clients who are 55 or older. Jobs are being sought in occupational areas of net positive demand, such as electronics, health care, and machine operations. The Greater Fort Worth Manpower Consortium offers a variety of job training, referral and placement services to workers aged 45 or older.

All of these projects provide some form of transportation assistance, a major obstacle in the training, placement and retention of older workers. One project (Wichita, Kansas) may offer automobile mileage reimbursements, while another (HEART) takes training into outlying areas. A third project (New York State) hires a transportation aide.

The final NPSPS project for older workers aims to coordinate existing services for the elderly and provide them with information concerning these services. Weld County, Colorado's modest grant of \$37,520 pays the wages of 11 senior citizen coordinators who provide these information and referral services for other elderly persons in the community. As with the "HEART" program, this project represents an expansion of an existing program.

Staff members of a few projects indicated that Title III funding enabled them to serve a larger elderly population than could be served under Title I. Forty-five to 55 year olds are newly served in the expanded "HEART" program. The Fort Worth placement project is serving elderly clients 55 years of age and over as a consequence of the special grant.

#### Other Projects

Three regions chose other target groups for services under NPSPS, as listed below:

#### OTHER PROJECTS

##### Region I

Bridgeport Manpower Consortium -- Voucher Program for UI Exhaustees

##### Regions II-& III

None

##### Region IV

State of South Carolina Governor's Office -- English for Employment Program for Indo-Chinese Refugees

##### Region V

Cleveland Area Western Reserve Manpower Consortium -- Child Abuse Service Program

##### Regions VI - X

None

Region I funded a voucher system for unemployment insurance exhaustees. Citing the large number of persons who have been out of work for long periods of time and who have exhausted all regular and supplemental UI benefits, the Bridgeport Manpower Consortium offers a maximum stipend of \$1000 to eligible exhaustees for training and support services.

Region IV is operating an "English for Employment" project for Vietnamese refugees. Intensive vocational and personal counseling is also offered, along with support services which include transportation, medical examinations and child care. As prime sponsor, the State of South Carolina subcontracts with several public agencies to provide the needed services. These agencies include the Indo-Chinese Refugee Agency (part of the Department of Social Services), the Job Service, the state departments of Vocational Rehabilitation and Adult Education.

A social experiment is being sponsored with Title IJ1 NPSPS funding in Region V. The Cleveland Area Western Reserve Consortium has sub-contracted with the Child Abuse Service Program in Cleveland to provide employment services to 300 CETA eligible parents of neglected or abused children. Services include counseling, skill training, education and job development. The project is being conducted in conjunction with a research study to test the hypothesis that lack of employment or underemployment are significant contributing factors in the incidence of adult child abuse.

In the next section of this report, project summaries are arranged in groups by segment, in the following order:

1. Women
2. Handicapped
3. Youth
4. Ex-offenders
5. Rural
6. Older Workers
7. Other

Within each segment, summaries are arranged in order of DOL region, with Region I projects first.

It should be noted that all summaries are derived from grant materials and telephone calls only. Although information in the summaries has been verified by project directors, outcome data in particular should be considered preliminary.

Unfamiliar abbreviations found in the bodies of the summaries usually refer to the project's name, which is printed in full at the top of the page. Other abbreviations found in the text include (in alphabetical order):

- AFDC - Aid to Families with Dependent Children
- DVR - Department of Vocational Rehabilitation
- ES - Employment Service
- FT - Full-time
- GED - High School Equivalency Certificate
- OJT - On the Job Training
- PD - Project Director
- PS - Prime Sponsor

- PSE - Public Service Employment
- PT - Part-time
- WIN - Work Incentive Program

## PROJECT SUMMARIES

**PRIME SPONSOR**

City of Boston, Mayor's Office  
of Commerce and Manpower  
5 Doane St., Boston, MA  
Jannie John  
617-723-3360

**PROJECT**

Nontraditional Occupations Project  
Boston, YWCA, 140 Clarendon St., Boston, MA  
Vivian Guilfooy  
617-536-2169

**BRIEF PROJECT DESCRIPTION:** Recruits, prepares and places 100 Title I women in nontraditional training and/or employment. Develops and tests activity formats, learning experiences, and materials to meet needs of target group. Participants work in building maintenance field--hands on classroom instruction in construction, carpentry, plastering, painting, papering and electricity/mechanics; worksite experiences; occupational fitness; and career counseling.

**MAJOR GOALS AND OBJECTIVES:** Improve occupational options of low-income women. Design, pilot and evaluate special recruitment materials, training formats, and placement efforts as an innovative intervention model for Title I women. Placement goals: unsubsidized or subsidized employment within 4 to 6 weeks or enrollment in nontraditional training within 6 weeks.

**ORGANIZATION:** Boston YWCA, subcontractor, is responsible for conducting the project. Board of Directors is all female. YWCA is experienced in occupational counseling and training for women and minorities.

**STAFFING:** Project Director, trainer, counselor, assistant counselor, project developer assistant--all full-time. Evaluator and clerk typist, part-time. 4 part-time training instructors and work experience trainers.

**BUDGET:**

Personnel:	\$125,043
Worksite Trainers:	13,000
Instructional/Occupancy Costs:	30,582
Office/Other Costs:	5,300
Overhead:	21,483
YWCA-Subtotal	\$196,008
Allowances & Support Services:	\$179,212
CETA Central Administration:	24,780
YWCA Subtotal:	196,008
PROJECT TOTAL:	\$400,000

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Title I subcontractors are given flyers to distribute to female clients. Neighborhood Employment Centers recruit. Flyers/materials are distributed to clients through community agencies, churches, women's groups in locations frequented by low-income women. YWCA serving 40-50% white, 30-50% black, 20-30% Hispanic, 10% other minorities.

**ACTIVITIES:** Intake: Information is taken on demography, educational and work background; clients given reading and math tests; attitudes on nontraditional work are assessed; a simple contract between participant and project is drafted. Program provides hands-on training, physical fitness training, work experience with maintenance personnel in large urban office and apartment buildings, persuasion/advocacy model for job development and placement. Allowances for 16 weeks of training plus stipends as needed for day care and transportation. Program provides career and personal counseling within the framework of the contracts, including information, guidance and referral. Follow-up interviews held 6 weeks after termination.

**OUTCOME TO DATE:** As of June 22 (60 days after graduation of first group), 26 of the 32 completed training. 80% placed in nontraditional jobs or in further training.

**PROGRESS/PROBLEMS:** The program has found that women can be placed in nontraditional occupations, at \$3.00 to \$7.57 an hour.

**REPLICATION ISSUES:** Program designed to maximize replicability--its component parts (recruitment, training, counseling, work experience and placement) should be replicable by any prime sponsor.

**DOCUMENTATION AVAILABLE:** Manual: information reports and backup materials. Final report. Curriculum.

**DURATION OF GRANT:** November 1, 1976 to December 31, 1977.



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**PRIME SPONSOR**

Hillsborough County Human Development Administration  
P.O. Box 416  
Manchester, New Hampshire  
Peter Kling  
603-669-0701

**PROJECT**

Southern New Hampshire Services  
Training Program (Women)  
RFD #5, Daniel Webster Highway  
South Bedford, New Hampshire  
Cathy Humphrey  
603-669-0701

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**BRIEF PROJECT DESCRIPTION:** Intensive job development in nontraditional occupational areas with the goal of developing OJT training contracts in the private sector for 67 women.

**MAJOR GOALS AND OBJECTIVES:** The goals of the project are to increase the vocational skills of 67 low-income women through training sessions, enhance the employability of that target population, provide an avenue for upward job mobility, place 75% of program participants in permanent employment positions through the retention clause in the OJT contracts with employers and encourage affirmative action through orientation sessions with OJT employers.

**ORGANIZATION:** The Southern New Hampshire Service is the administrative unit of CETA for the County and is responsible for administering and supervising the project.

**STAFFING:** All four staff are full-time employees. Their titles are director, assistant director, counselor, job developer.

**BUDGET:**

Administration:	\$ 40,500
Training:	121,940
Services:	40,168
	<u>\$202,608</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Clients are referred from state and local welfare offices, employer's personnel offices and women's organizations.

**ACTIVITIES:** The staff counselor provides the intake interview which reviews the educational attainment and work history of the client. Optional testing is sometimes undertaken. Tests include SATB and Kuder Occupational Interest Surveys. The project provides OJT in non-union durable goods industries as

job development, job placement and job preparedness counseling. Clients can gain assistance in obtaining additional educational training. Transportation, day care and other support services are available. Job counselors monitor progress at OJT sites bimonthly. Monthly in-depth counseling sessions related to training are also done. Crisis counseling is available on an "as needed" basis. Employers are contacted in 7, 30, 90, and 180 day intervals.

**OUTCOME TO DATE:** 39 clients are being served. An accurate assessment of placements will be undertaken in September.

**PROGRESS/PROBLEMS:** Dropout rate has been high and some women have missed job interviews. Others are reluctant to go into the jobs that they have been trained for or do not stay at those jobs. In addition, it has been difficult to find OJT slots.

**REPLICATION ISSUES:** Can be replicated by any prime sponsor.

**DOCUMENTATION AVAILABLE:** Standard reporting forms.

**DURATION OF GRANT:** October 1, 1976 to September 30, 1977.

**PRIME SPONSOR**

Westchester-Putnam Consortium  
Employment and Training Administration  
Westchester County Office Building  
White Plains, New York  
Keith Drake  
914-682-2890

**PROJECT**

Nontraditional Jobs Program  
170 East Post Road  
White Plains, New York  
Jody Peter, Administrator  
914-682-3415

**BRIEF PROJECT DESCRIPTION:** These funds supplement a Career Resource Center offering women comprehensive support in making nontraditional career choices, by providing OJT or work experience or classroom training/education on an individual basis.

**MAJOR GOALS AND OBJECTIVES:** Goals articulated for the Center: to enroll 540 women; to place 270 in nontraditional jobs; and to create 15 job-sharing slots for 30 women.

**ORGANIZATION:** The prime sponsor operates the program, which utilizes the already-existing Career-Resource Center. Prime Sponsor gives on-line coordinator great freedom in operations.

**STAFFING:** Program administrator (full-time); 1 full-time and 3 part-time career counselors; 1 job developer, 1 full-time secretary, and student intern for additional clerical support.

**BUDGET:** This program is one component of overall Women's Career Resource Center, and much in facilities and services is donated, but this money is channelled to whole center.

Administration:	\$ 40,113
Allowances:	129,495
Participant Benefits:	20,505
Training:	171,987
Services:	37,900
	<u>\$400,000</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Special outreach to AFDC, WIN recipients, minorities, older women and school dropouts. Trainees are all disadvantaged. They seem to fall into two groups--those that have been chronically disadvantaged and those who are recently divorced.

**ACTIVITIES:** Strong-Campbell Interest Inventory if needed. Vocational Counselors assess work history. Career information workshops and conferences; job search skills workshops; classroom

training in nontraditional fields by stipend; OJT work experience slots. Job board, talent bank (for women interested in job sharing arrangements), and resource library. Assertiveness training and consciousness raising groups, other counseling. 30 day follow-up for clients; 90 day with employers.

**OUTCOME TO DATE:** As of May 5, 65 women in training with Title III stipends; 15 in public service slots, 20 in OJT and 30 in skills. One unsubsidized placement.

**PROGRESS/PROBLEMS:** Project feels satisfied by the total number served by host Center. Difficult to separate Title III funds, clients, services and statistics from those of overall Center program. Project delayed until February due to "internal problems."

**REPLICATION ISSUES:** NPSPS funding supplements larger facility, adding stipends available to CETA-eligible client.

**DOCUMENTATION AVAILABLE:** Standard reporting forms.

**DURATION OF GRANT:** December 1, 1976 to November 30, 1977.

**PRIME SPONSOR**

Monmouth County Board of Chosen  
Freenolders, Hall of Records  
East Main Street, Freehold, New Jersey  
Harry Larrison, Jr. & Jane G. Clayton  
201-431-7384

**PROJECT**

Training for Women in Nontraditional  
Jobs  
Monmouth County CETA  
Gloria Franklin, Coordinator  
201-542-5400

**BRIEF PROJECT DESCRIPTION:** This program offers 110 women training, counseling, and assistance in their job search, focussing on sales fields traditionally occupied by men.

**MAJOR GOALS AND OBJECTIVES:** To enroll 55 women in each of two successive 26 week sessions and, expecting an attrition of 10, to prepare 100 women to enter labor market competitive with men.

**ORGANIZATION:** Coordinated by the prime sponsor, with a subgrant to Brookdale College Women's Center, which conducts classes and counseling, and subcontracts other services as needed, with the prime sponsor's approval.

**STAFFING:** Full-time employees: (1) the coordinator, a CETA staffwoman with experience in nontraditional training and placement for women; (2) a personal and vocational counselor (MSW), and (3) a clerk. Additional help from PSE receptionist.

**BUDGET:**

Administration:	\$ 34,250
(including \$21,000 for salaries)	
Allowances:	111,320
Training:	19,800
Services	37,300
(subcontracts, testing, e.g.)	\$202,670

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Recruitment by service agent, referral and regular CETA intake centers.

Client profile of first session is as expected: 55% are heads of household (HCH); most are high school graduates aged 20-48; about two-thirds are white.

**ACTIVITIES:** One week orientation includes forming consciousness raising and assertiveness training groups and, for every client, sales-relevant tests from the Career Center. Ten weeks' course with invited instructors in general salesmanship; 3 more weeks

specialization in auto sales, or parts sales, or heavy appliance/luxury goods. Final 11 weeks of job club with peer and counseling support in job search; clients continue receiving allowances for 4 weeks. Client places herself. Vocational and personal counseling available throughout 22 weeks; concurrent consciousness raising and assertiveness training group meetings. No client-oriented follow-up after employment. Program tracks clients at 3 months to evaluate program effectiveness.

**OUTCOME TO DATE:** First session not completed as of May. Of 26 enrolled, 2 left to take jobs, another is on a temporary leave of absence.

**PROGRESS/PROBLEMS:** Behind schedule: first class started March 28. Program has been intensified: shortened orientation; added funds for training; course shortened from 26 to 20 weeks, split to 4 groups; staggered with 6-8 week overlap. Applied for time extension to take 5th group. Goals remain the same.

**REPLICATION ISSUES:** Previous grant to Brookdale College Women's Center funded similar program, developed their expertise and resource library. Otherwise appears highly replicable.

**DOCUMENTATION AVAILABLE:** Developed own curricula; photocopies available. Produced synopsis of program for local employers.

**DURATION OF GRANT:** March 1, 1977 to February 28, 1978.

100

**PRIME SPONSOR**

Bergen County Board of Chosen Freeholders

Administration Building  
Hackensack, New Jersey

Jeremiah O'Connor, Freeholder Director  
201-342-3512

**PROJECT**

Women Working  
CAP/Women's Jobs Program  
90 Main Street  
Hackensack, New Jersey  
Judy Murphy  
201-342-5582

**BRIEF PROJECT DESCRIPTION:** Program for women, includes use of voucher system, with emphasis on nontraditional fields and self-help. It offers intensive counseling and peer support in career choice, purchase of training and services and job search.

**MAJOR GOALS AND OBJECTIVES:** To achieve 90 direct placements, and 305 indirect placements in unsubsidized jobs; to provide 108 economically disadvantaged women with voucher funds for training and life assistance.

**ORGANIZATION:** Program administered by Bergen County Community Action Program (BCCAP), whose Director of Operations oversees the Women's Jobs Program Coordinator. Services and training contracted from Bergen Community College and other agencies.

**STAFFING:** Nine full-time personnel: coordinator; 2 senior counselors, 1 counselor; 1 secretary; 1 intake counselor; 1 child care worker; 1 job developer; [senior counselor, 2 counselors, 1 child care worker - part-time staff]

**BUDGET:**

Administration	\$ 52,940
(including \$26,775 for salaries)	
Allowances:	111, 22
Participant Wages and Benefits	28,088
Training:	136,304
Client Services:	67,329
	<u>\$396,183</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Aggressive outreach with publicity and public appearances; referrals through CET, and local service agencies. Two types of clients whose socioeconomic status differ: middle and upper income women, and lower income women (85%).

**ACTIVITIES:** Greatest program emphasis: career choice thorough career counseling and exploration. Each eligible woman

receives a fixed sum voucher which she must budget, purchasing training and other services of her choice. Intensive counseling is integral to entire program, including assertiveness training, goal setting, resume writing, interviewing techniques and a Job Club, all of which are available to both voucher and non-voucher clients. A free child care center and a Job Resource Center were created for this program. Clients are contacted by mail or phone to determine their current employment status. Those who have been placed in jobs may take part in an ongoing workshop designed to solve on-the-job problems.

**OUTCOME TO DATE:** As of May 9, 43 clients have found unsubsidized employment. Project expects to attain all goals after average enrollment of 7 months (except percentage placed in nontraditional fields).

**PROGRESS/PROBLEMS:** Client resistance to nontraditional jobs; fewer job opportunities than expected; difficulty in out-reaching to appropriate clients. Started as a center for all women, so problems produced by having women so diverse in socioeconomic status, education, and needs.

**REPLICATION ISSUES:** Voucher system for disadvantaged women easily replicated with cooperative agencies; need single facility with meeting space and resource library; workshops adaptable to other population segments.

**DOCUMENTATION AVAILABLE:** Coordinator has thorough documentation not yet analyzed, as well as standard reporting forms.

**DURATION OF GRANT:** October 1, 1976 was date funds were received, although program did not officially open until January 3, 1977, to December 31, 1977.



**PRIME SPONSOR**

Middlesex County Freeholders  
133 Church Street  
New Brunswick, New Jersey  
Thomas Molydeux  
201-246-6920

**PROJECT**

Women's Educational Advancement and  
Career Development Program  
Labor Education Center, Rutgers University  
New Brunswick, New Jersey  
Barbara Dubin, Director  
201-932-9005

**BRIEF PROJECT DESCRIPTION:** An internship training program for women to prepare for management level positions, offering formal classroom training and supervised work, concurrently.

**MAJOR GOALS AND OBJECTIVES:** To enroll 40 women, and place majority of them in positions in nontraditional occupations, at management levels.

**ORGANIZATION:** Prime Sponsor subgrants to Rutgers' Labor Education Center, which operates program, with cooperation of groups representative of labor, management, government, education and women.

**STAFFING:** Three full-time staff: director, assistant director, placement counselor, educational and social services counselor. CETA provides 2 clerical positions and a job placement aide through Public Service Employment (PSE).

**BUDGET:** Major modification pending DOL approval, requests \$40,000 additional for support stipends.

Administration:	\$ 35,382
Allowances:	41,046
Participants Benefits:	1,146
Training:	40,887
Services:	61,851
	<u>\$180,312</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:** CETA office refers applicants. Must be at least 18 years old, function at minimum of 8th grade equivalence. Screen about 200 to accept 40. Age and racially diverse.

**ACTIVITIES:** Four week orientation to introduce participant to Labor Education Center (LEC); and counsel, assess, administer tests and interest inventories. Included intensive formal classroom training. Approximately 680 hours of specialized classes; 33 weeks of internship site experience, and onsite job counseling. This 33 weeks consists of 4 days on internship site and one day at LEC for classroom

training/group counseling. Job development activities include job restructuring workshops for employers. The internship aspect combining OJT and classroom insures practical discussion of realities, and gives clients visibility to employers. Individual and group counseling of every phase of program. Medical and housing, referral, child care, transportation aid through CETA and/or LEC. 30 day and 6 month follow-up. All interns will be members of Rutgers Alumni Association to insure continued access and input to program. Plan long-term 5 year follow-up evaluation on interns.

**OUTCOME TO DATE:** As of May 9, 34 of 40 clients remain in the 33 week program.

**PROGRESS/PROBLEMS:** If women with special problems had been identified earlier and screened out or referred elsewhere, program would have run more smoothly. On the positive side, many women have changed their self-images and are on the verge of obtaining leadership/managerial positions they would have never considered previously. Should not have been Title III project: stipends too low. Should have been funded through Public Service Employment (PSE) so that training allotment was commensurate with responsibility. Director hired 2 months after scheduled start-up.

**REPLICATION ISSUES:** Program based on earlier effort at LEC. With documentation, could be adopted elsewhere but modified to suit participants' needs.

**DOCUMENTATION AVAILABLE:** Plan complete documentation at year's end.

**DURATION OF GRANT:** November 1, 1976 to December 31, 1977. (Project was modified.)

**PRIME SPONSOR**

City of Wilmington, Delaware  
1000 King St.,  
Wilmington, Delaware  
Kevin C. McGonegal  
302-571-4285

**PROJECT**

Women's Nontraditional Program  
800 French St.  
Wilmington, Delaware  
Marti Wailes  
302-571-4285

**BRIEF PROJECT DESCRIPTION:** Project's emphasis is on support group and individual counseling while placing women in training programs and PSE. Counseling groups are 8 weeks, 2 days a week, 2 1/2 hours a day. Individual counseling is daily.

**MAJOR GOALS AND OBJECTIVES:** To encourage women to seek training and employment in nontraditional areas; to develop job opportunities for them which lead to careers and higher wages. The goal is to serve 95 with 76 entering employment during the course of the year.

**ORGANIZATION:** Women's unit is one section of the Division of Manpower Development, Department of Personnel, City of Wilmington.

**STAFFING:** 2 Counselors: a training coordinator and her counseling assistant, 1 secretary/record keeper.

**BUDGET:** A modification is currently being negotiated.

Administration:	\$ 30,000
Allowances:	16,888
Wages:	34,309
Fringes:	8,179
Training:	38,082
Service:	22,512
	<u>\$150,000</u>

Total as of March 31, 1977.

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Referrals from Division of Manpower Development. Outreach by letter and telephone to all women on file in their office to inform them of the program. Average participants are 18-50 years old, high school diploma, 50% black and head of household with at least one child.

**ACTIVITIES:** Intake: by Division of Manpower Development. Testing: vocational aptitude tests as necessary by employment services. Vocational training: most training is done at Wilmington Skills Center in ship fitting, auto mechanics, pipe fitting, building maintenance, welding, carpentry, machine operation, and pre-apprenticeship electrician training. Math tutoring is also available. Other services: tool, incentive and transportation allowances and purchase of safety apparel as necessary are available. Follow-up: includes telephone and personal contact during the early weeks on a job and remains openended. Also telephone contact with the employer is maintained for counseling and follow-up.

**OUTCOME TO DATE:** As of March, 1977, 65 served, 24 completed, 18 in jobs, 4 in public service employment, 31 in classroom training, 8 in counseling.

**PROGRESS/PROBLEMS:** Principle problem has been the lack of available existing training programs for women to attend in the Wilmington area. Major problems is high unemployment rate in Wilmington.

**REPLICATION ISSUES:** Replication requires skill training programs elsewhere in the area.

**DOCUMENTATION AVAILABLE:** A short history will be available as well as a videotape of the experiences of the first class of ship fitters.

**DURATION OF GRANT:** October 1, 1976 to September 30, 1977. Requesting a 3 month extension of services not funds.

**PRIME SPONSOR**

Department of Manpower Services  
4057 Chain Bridge Road  
Fairfax, Virginia  
Michael Gilbert  
703-691-3221

**PROJECT**

Special Employment Opportunities for Women  
3536 Carline Springs Road  
Fairfax, Virginia  
Ms. Iris Rache  
703-820-0310

**BRIEF PROJECT DESCRIPTION:** This program recruits Title I eligible women for training in nontraditional jobs in three areas: real estate/property management, home appliance repair, computer repair. Orientation and counseling focus on work habits and job interviewing techniques. OJT contracts are negotiated with employers.

**MAJOR GOALS AND OBJECTIVES:** The major goals of the project are to train and place 50-100 women in 3 nontraditional unsubsidized jobs in stable industries with career advancement opportunities; to develop or demonstrate specialized techniques to assess interest, aptitudes of women; to publicize positive work experience of women in nontraditional jobs; to assist women with making adjustments to work demands and all-male environments of nontraditional jobs.

**ORGANIZATION:** Operated by prime sponsor. Representation from NOW, Women's Counseling Center and local women's organization make up the Women's Advisory Council.

**STAFFING:** Project Director, 2 counselors, 1 job development specialist, all full-time. 3 intake people, 1 assessment counselor, 1 counselor for housing management, 1 women's counselor, all part-time.

**BUDGET:** Title III pays only for 2 counselors and 1 job developer.

Administration:	\$ 59,950
Allowances:	17,050
Wages:	49,700
Fringe:	2,900
Training:	35,900
Services:	64,500
	<u>\$300,000</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Approximately 150 women on program's waiting list were contacted by phone and mail. More women will be recruited through linkages with various women's groups and agencies in the area.

Clients are older women entering labor force after having raised families and younger women with high school or college educations who may have more clear idea of occupational goals.

**ACTIVITIES:** Assessment of occupational compatibility through standardized tests (ABLE, KUDER, etc.), educational background, work history and industry requirements. Counselors and enrollees work together to identify resource to achieve goals. Vocational training: formal OJT contracts were negotiated with employers. Frequency and duration of training sessions depend on practices of individual employers. Other services: child care, health care, transportation provided. Counseling is an ongoing function with emphasis on efficiently dealing with stereotyped attitudes at work sites and building confidence through weekly workshops and group and individual discussions. Follow-up: monthly meetings are held with counselor, employer and trainee to assess progress and reinforce project staff support to both clients and employers.

**OUTCOME TO DATE:** As of May, 1977, 53 clients were in OJT. It is expected their training will be completed sometime in August.

**PROGRESS/PROBLEMS:** Women in computer training were experiencing anxiety about math and physics. Response was to develop a very strong support group. Housing management training runs a full year. Therefore, 15 clients are being transferred to Title I.

**REPLICATION ISSUES:** Replicable by any prime sponsor.

**DOCUMENTATION AVAILABLE:** Evaluative documents will be available at end of program.

**DURATION OF GRANT:** October 1, 1976 to September 30, 1977.



**PRIME SPONSOR**

Broward Manpower Council  
650 North Andrews Avenue  
Ft. Lauderdale, Florida  
Jeanette Overgard  
305-765-4545

**PROJECT**

Women's Freedom of Career Choice  
650 North Andrews Avenue  
Ft. Lauderdale, Florida  
Jeanette Overgard  
305-765-4545

**BRIEF PROJECT DESCRIPTION:** A research project designed to test the workshop and voucher programs. These program components serve as vehicles for entry into jobs (not necessarily nontraditional). A control group from Title I will be observed and compared to a group of 50 women who participate in the workshop but not the voucher component, and 150 who participate in both. \*

**MAJOR GOALS AND OBJECTIVES:** To increase the range of career choices of participants. To identify types of training most preferred by women and their relative success; to identify training programs and employers who are most responsive; to evaluate relative cost-effectiveness of the program and the training methods. Plan to serve 200 clients.

**ORGANIZATION:** Project functions as a fairly autonomous division of Training and Employment Administration. Project coordinator involved in community work with women's groups and has represented the project on panels and symposia.

**STAFFING:** Project coordinator/counselor; contracts analyst; research assistant; secretary; 2 counselors, all full-time.

**BUDGET:**

Administration:	\$ 54,313
Allowances:	48,677
Wages and Fringes:	100,963
Training:	52,909
Services:	37,138
	<u>\$300,000</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:**

All participants come from Title I program. During a 3 day Title I orientation for new clients the project is presented as an available option. Participants volunteer. Clients are under 30 or over 40, not high school graduates, and have little work experience.

**ACTIVITIES:** Intake: Formal testing offered and provided to those women who desire it. Self-assessment during a 5 day workshop. Vocational Training: after two week workshop, 60 participants provided with vouchers to select directly the vocational courses of their choice (public or private). 60 participants given vouchers to obtain directly OJT positions in the private sector. Job seeking skills sessions held. 30 participants given vouchers to develop public service employment jobs. Responsibility for job placement rests with participant. Other services: group counseling, assertiveness training, and individual counseling for those requesting it. Also, child care vouchers, medical services and transportation. Follow-up: regular 30-60-90 day contacts; 90 day follow-up test on assertiveness; 30 day follow-up on job satisfaction; newsletter published to maintain contact; counseling always available.

**OUTCOME TO DATE:** 115 clients served; none have yet completed.

**PROGRESS/PROBLEMS:** Little success with apprenticeship programs since local construction market is depressed. Participants have been slow to identify OJT opportunities. Workshop has been very successful.

**REPLICATION ISSUES:** Can be replicated by any prime sponsor. The Program Evaluation Component is designed to answer numerous research questions, and requires staff with research skills.

**DOCUMENTATION AVAILABLE:** Have put together an extensive research design and a slide show presentation. Will write a report on research results and may publish a monograph.

**DURATION OF GRANT:** October 1, 1976 to September 30, 1977.

**PRIME SPONSOR**

Memphis-Shelby County Consortium  
 202 Union Avenue, Memphis, Tennessee  
 Sherman Olson  
 901-525-5550 x 257

**PROJECT**

Nontraditional Jobs for Women  
 202 Union Avenue, Memphis, Tennessee  
 Sherman Olson  
 901-525-5550 x 223

**BRIEF PROJECT DESCRIPTION:** This is a 44 week training program in air conditioning maintenance and repair and a 3 month program in commissioned sales training completed by counseling and physical fitness preparation. There is also a career awareness component for young girls, 14-18, which focuses on the availability of nontraditional occupations for women and physical fitness training.

**MAJOR GOALS AND OBJECTIVES:** The objectives of program are to improve employability by providing attitudinal adjustment, supportive services, skill training, ongoing counseling and physical strengthening. Originally intended to serve 473 and place 165 in employment; however, due to the cancellation of 2 training components, this has been reduced to a total of 158 served. 115 are young girls, 43 women.

**ORGANIZATION:** Three agency effort. Wages: a female oriented employment agency with responsibility for fiscal management, counseling and job development. Girls Club of Memphis: physical fitness programs for women and girls and career awareness and vocational counseling for girls 14-18. Memphis OIC: air conditioning repair and maintenance and commissioned sales training. All are subcontractors of the prime sponsor.

**STAFFING:** The full-time staff includes: 1 records clerk, 1 air conditioning instructor, 1 sales instructor, 2 vocational instructors, 1 career development specialist, 1 physical education coordinator, 1 athletic instructor and 2 counselor/job developers. Part-time staff includes: 1 air conditioning instructor, 3 vocational aides, and 1 maintenance man.

**BUDGET:** Total budget as of April 1977 including modifications:

Administration:	\$ 47,556
(includes \$7000 for evaluation)	
Training:	136,699
Services:	12,009
Allowance:	103,736
	\$300,000

**RECRUITMENT PROCESS/CLIENT PROFILE:** Recruitment occurred through use of newspaper advertisements and publicity as well as through referrals from the Employment Service. The average client is a female 28 years old, black, AFDC recipient with 2-3 children who has a high school degree or GED.

**ACTIVITIES:** Intake was done by phone and personal interviews by the wages counselors. Clients then went to the Diagnostic Center at Southwestern for a series of diagnostic tests: Benet test of comprehension, WAIS, MMPI, administered by licensed psychometrists. Memphis OIC provided training for air conditioning repair and maintenance and in commissioned sales. Counseling is an integral part of the program. Day care and medical services are provided following Title I guidelines. Follow-up involves contact with client and employer at 30-90-180 day intervals.

**OUTCOME TO DATE:** As of April, 1977: 43 women have been served, 8 women received placement services for sales jobs, 56 girls served by Girls Club.

**PROGRESS/PROBLEMS:** They were forced to cancel two training components due to an unforeseen rise in technical advisor costs and equipment. A delay in start-up attributable to insufficient preparation time and an initial avalanche of applicants required the staff to concentrate exclusively on intake.

**REPLICATION ISSUES:** Should be replicable by any prime sponsor.

**DOCUMENTATION AVAILABLE:** Standard reporting forms.

**DURATION OF GRANT:** October 1977 to October 1977. (They are currently negotiating a time extension.)

WOMEN

**PRIME SPONSOR**

Louisville-Jefferson County Manpower  
Consortium  
629 Kentucky Home Life Building  
Louisville, Kentucky  
Gary Byerly  
502-587-3761

**PROJECT**

YWCA Creative Employment Project  
604 South Third Street  
Louisville, Kentucky  
Betsy Jacobus  
502-585-5561

**BRIEF PROJECT DESCRIPTION:** Training, counseling, and placement services with a strong emphasis on expanding opportunities for nontraditional jobs.

**MAJOR GOALS AND OBJECTIVES:** To provide support and counseling for 469 participants, necessary skill training for 59 (OJT for 25, vocational training for 34, welding classes for 16); to work with employers to expand employment of women; conduct seminars with YWCA Kentucky Humanities Council Project; assist 230 participants to enter employment (at least 25% non-traditional).

**ORGANIZATION:** YWCA, subgrantee, sponsors Creative Employment Project. ES office does intake, screening, some assessment and job bank placement.

**STAFFING:** Project director; administrative assistant/counselor; book-keeper part-time; clerk typist; re-entry counseling specialist; nontraditional counseling specialist; employment counselor; job developer.

**BUDGET:**

Administration:	\$ 44,173
Allowances for	
Participants:	80,183
Services & Part-	
icipant Benefits:	100,080
Training:	64,325
	\$288,761

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Community contacts with education and training centers, interest groups, churches. Ads on radio, TV, newspapers. Majority 21-44, most are high school graduates. As of May, 198 female heads of households, 249 white, 125 black, 20 ex-offenders, 14 handicapped, 7 veterans.

**ACTIVITIES:** CEP counselor assesses participants to determine need for counseling and whether participant should be referred to vocational education, OJT or job developer for placement. Aptitude, achievement, literacy tests or Vocational Preference Test given to participants unsure of a vocational direction. Classroom training for welders; OJT in nontraditional jobs with strong prospects for retention in the jobs; job development; job placement. Other services: day care and travel allowances, individual counseling; job exploration readiness (for re-entry group); assertiveness training. Follow-up: questionnaires mailed after 9 months to employed former participants and to employers to assess satisfaction with project services and present job status. Participants contracted at 1 month, 3 months, 6 months after placement.

**OUTCOME TO DATE:** As of May, 378 clients served; 11 completed training (welding class); 82 placed in jobs (34 nontraditional). 10 of 11 welders placed, but only one in welding.

**PROGRESS/PROBLEMS:** Bias against women in nontraditional jobs strong, hard to break into union apprentice programs. Shortness of length of training has been a problem.

**REPLICATION ISSUES:** Requires job development activity through direct contract with employers:

**DOCUMENTATION AVAILABLE:** Standard reporting forms.

**DURATION OF GRANT:** October 1, 1976 to September 30, 1977.

**PRIME SPONSOR**

Brevard County Board of County Commissioners  
Office of Special Programs  
2575 N. Courtney Parkway  
Merritt Island, Florida  
Leland Metcalf  
305-452-9480

**PROJECT**

Work Opportunities for Women  
Brevard Community College  
Clearlake Road  
Cocoa, Florida  
Marianne Brown  
305-632-1111

**BRIEF PROJECT DESCRIPTION:** Brevard Community College provides organized career counseling and vocational training for nontraditional employment for women in Brevard County. The vocational education programs are pre-existing at the college. The other training and counseling programs are being established specifically for this project.

**MAJOR GOALS AND OBJECTIVES:** To increase employment opportunities for women in nontraditional occupations by providing organized career counseling and vocational training, providing short-term classes, seminars, and workshops on site with business and industry and on-campus, placing 50% of participants into further certified skill training at the college, 25% in paid apprenticeship-internship programs in the county and facilitate 20% into the labor force. The remaining 5% will be individually counseled and individual programs designed for them.

**ORGANIZATION:** The program is administered by Brevard Community College, the subgrantee. An Advisory Council is planned to serve as the basis for establishing cooperative relationships, liaison and linkages with other manpower-related agencies. They have established a referral network with other social service agencies and belong to several professional organizations.

**STAFFING:** Program director (part-time, no staff responsibilities); program supervisor, program job coordinator, program vocational counselor (part-time), bookkeeper, faculty and student assistant (all part-time).

**BUDGET:**

Administration:	\$ 33,673
Allowances:	104,476
Training:	33,807
Services:	28,035
	<u>\$199,991</u>

\$17,000 in local monies have been added.

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Ads are run on radio; flyers used; social service agency referrals; some drop-ins.

**ACTIVITIES:** Testing and interview comprise intake. 60 hour in-class intensive front-end career counseling. Vocational technical training entry at Brevard College (nontraditional jobs). Apprenticeship-internship program within Brevard County. Individual counseling as needed. Job related seminars and workshops for women. Classes in management techniques for underemployed women. Individualized counseling or testing to determine aptitudes and interests of women seeking upward mobility. Other services include child care, transportation allowances, medical services as required, special uniform or tool allowance, necessary OJT insurance. No follow-up unless there are problems.

**OUTCOME TO DATE:** 140 clients served. 18 completed training. 16 placed in jobs. 2 not employed and looking. 16 still at first placement.

**PROGRESS/PROBLEMS:** Project is getting good cooperation from business and college. Dropout rate is very low. Have had problems organizing the apprentice OJT program, and it is 50% completed. Advisory Council has been established, but WOW contracted 288 businesses by mail and visited 95. Are on schedule for training goals and have placed almost all of those completing training. Job placement program has had exemplary good results with vocational training due to counseling support structure.

**REPLICATION ISSUES:** Training facilities and equipment are required.

**DOCUMENTATION AVAILABLE:** Standard reporting forms.

**DURATION OF GRANT:** October 1, 1976 to September 30, 1977.



**PRIME SPONSOR**

Autaugua, Elmore, Montgomery Manpower  
Consortium  
Suite 320, 10 High St.  
Montgomery, Alabama  
Robert Smiley  
205-834-6410

**PROJECT**

Displaced Homemaker Project  
P.O. Box 11073,  
Montgomery, Alabama  
George Poston  
205-288-7002 or 288-2906

**BRIEF PROJECT DESCRIPTION:** Coordinates many different service agencies in the region to emphasize exposure to nontraditional jobs for women. All clients spend 3 weeks at the Career Development Center where their needs and skills are assessed and where each develops a career plan and learns job search skills. Individual counseling and emotional and social support is provided. The next phase involves participation in either OJT, work experience, or direct placements with continued communication with the counseling staff.

**MAJOR GOALS AND OBJECTIVES:** The major goal is to enhance the clients' employability and to place them in meaningful jobs with career potential. Goal is to serve 120 with 75 entering employment.

**ORGANIZATION:** This program combines the prime sponsor delivery system with a subgrant to the Career Development Center, managed by the Link Foundation, a nonprofit institution which provides services for Manpower programs.

**STAFFING:** There is a project director and 2 job developer/employment counselors working full-time. The CDC component relies on the services of 7 consultants who contributed heavily to the program. The staff of the other components were paid by other than Title III monies.

**BUDGET:**

Career Development Center:	\$183,569
OJT	13,050
Work Experience:	22,360
Support Services:	22,842
	\$241,821

**RECRUITMENT PROCESS/CLIENT PROFILE:**

An intensive outreach was done with brochures and communication with church groups, civic organizations and women's groups. In addition the employment service had the responsibility for informing potential participants. The majority of clients are black, with an average education of 10th grade.

**ACTIVITIES:** Intake is done at Employment Service along CETA guidelines. Following the career planning segment, the clients choose to participate in skill training: welding, auto mechanics or clerical work; OJT work experience or nonsubsidized placement. The supportive services are those available under Title I. Follow-up mail and house calls are conducted at 30 and 60 day intervals. They have begun a new system of follow-up by letter to the client once the client has a job.

**OUTCOME TO DATE:** 117 women have gone through the Career Development Center components. As of April 1977, 80 persons have been placed in employment (includes OJT and work experience)

**PROGRESS/PROBLEMS:** It is important that sufficient lead-up and staff training time is allowed so that the cooperating agencies can work out acceptable procedures of interaction.

**REPLICATION ISSUES:** Replication should be easy in any area where there are agencies such as these available.

**DOCUMENTATION AVAILABLE:** A final report will be available upon completion of the program.

**DURATION OF GRANT:** October 1, 1976 to October 6, 1977.

**PRIME SPONSOR**

CETA Manpower Administration  
111 South Michigan  
Saginaw, Michigan 48602  
Joyce Dennison  
517-793-4561

**PROJECT**

Chrysallis Center for Development of  
Human Potential: Saginaw County  
Women's Unit  
Saginaw Valley State College  
2250 Pierce Road  
Saginaw, Michigan 48710  
Rose Colliner  
517-793-9800

**BRIEF PROJECT DESCRIPTION:** Program designed to provide support services for women enrolled in CETA Title I programs. This is done through counseling support groups which focus on personal and vocational issues.

**MAJOR GOALS AND OBJECTIVES:** To increase economic self-sufficiency of women through increased access to Title I programs. Goal is to serve 185 women and place 54 in employment.

**ORGANIZATION:** Chrysallis Center, an organization under the Department of Continuing Education at Saginaw Valley State College, subcontracts from CETA to run the Women's Unit as another CETA component for Title I participants.

**STAFFING:** One project coordinator, full-time. One workshop coordinator, full-time. Two part-time counselors. One part-time consulting psychologist. One part-time bookkeeper.

**BUDGET:**

Administration:	\$ 21,580
Allowances:	2,978
Services	83,360
	<u>\$107,918</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Recruitment is from the Department of Social Services. Outreach by Chrysallis to attract women into the program was done as well as through local women's organizations, church groups and the local media.

**ACTIVITIES:** Intake done by other agencies which determine CETA Title I eligibility. Workshops, of 20-25 persons, include discussions, tapes, slides and guest speakers on these topics: women in nontraditional employment, legislation of special interest to women, the family, assertiveness training and job seeking skills. Inservice training for staff on similar issues is done as well.

Counseling, group and individual, is the primary emphasis of the program. Telephone calls are made at 30, 60, and 90 day intervals. Follow-up counseling services will be available.

**OUTCOME TO DATE:** 70 served as of May, 1977.

**PROGRESS/PROBLEMS:** Problems occurred around the coordination and delivery of services among competing agencies. There were some difficulties finding the appropriate counselors.

**REPLICATION ISSUES:** Replication should be easy with experienced counselors. These supportive services are available to all women in Title I programs.

**DOCUMENTATION AVAILABLE:** Workshop materials will be available.

**DURATION OF GRANT:** October, 1976 to September, 1977.



**PRIME SPONSOR**

Lansing TriCounty Regional Manpower  
Consortium

1850 West Mt. Hope Avenue  
Lansing, Michigan  
Mike Quinn  
517-487-0106

**PROJECT**

Female Head of Household Welfare Recip-  
ient Employment & Training Program

1850 West Mt. Hope Avenue  
Lansing, Michigan  
Pam Kibby  
517-373-6954

**BRIEF PROJECT DESCRIPTION:** With an emphasis on training, the majority of participants attend the Capital Area Career Center (CACC) for vocational testing and career and goal assessments from 6 to 8 weeks. Then some go on for classroom training and others for OJT before they are placed in jobs.

**MAJOR GOALS AND OBJECTIVES:** To reduce financial dependency of the disadvantaged female head of household on welfare through training. To promote cooperation among manpower related agencies so as to minimize duplication and optimize impact of available resources. There are 45 OJT slot and 95 classroom slots available to ultimately serve 380 individuals.

**ORGANIZATION:** A coordinated effort of 4 agencies: 1) Department of Social Services, 2) Capital Area Career Center, 3) Classroom Training Coordination Unit at Lansing Community College, and 4) Greater Lansing Urban League with coordination responsibilities resting with the prime sponsor.

**STAFFING:** One OJT job developer at Urban League and 2 vocational evaluators at Capital Area Career Center are Title III paid. Other staff are paid by Title I.

**BUDGET:** Both Urban League and Community College segments utilize prior funding and don't need a large amount from Title III. An additional \$161,392 comes from Title I.

Administration:	\$ 20,034
Allowances:	11,628
Participant Fringe:	17,055
Training:	101,931
Services:	45,180
	<u>\$195,828</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Referrals done exclusively by the Department of Social Services. The majority of the clients range in age from 22-44, have a high school diploma, are white, and heads of their household.

**ACTIVITIES:** Informal intake interviews at Department of Social Services where the individual is directed towards one of the component programs. Vocational training is provided according to individual desires both in the classroom and also OJT. Classroom training can be in any of the fields offered by the College. OJT is anywhere between 4-14 weeks. All services of the Department of Social Services are provided. Counseling is done by the counselors of the Classroom Training Coordination Unit. Follow-up: regular 30, 60, 90 day telephone follow-up for those with employment. All others are followed up randomly.

**OUTCOME TO DATE:** As of April 1977, approximately 186 have been served and 86 have completed some segment.

**PROGRESS/PROBLEMS:** Initial difficulties with getting enough referrals from Department of Social Services. The job developer did not begin on schedule so there was some time lag initially in OJT placement. This led to the clients' participating in their own job developing.

**REPLICATION ISSUES:** Replication requires cooperation and linkages of several pre-existing agencies.

**DOCUMENTATION AVAILABLE:** Standard reporting forms.

**DURATION OF GRANT:** October 1, 1976 to September 30, 1977.

**PRIME SPONSOR**

City of Hammond--Mayor Edward Raskosky

**Hammond CETA**

5947 Honman, Hammond, Indiana

Larry Steffie, Director

219-937-3750

**PROJECT**

Women's Achievement Program

7 Elizabeth St., Hammond, Indiana

Dani Hart, Project Director

219-931-1095

**BRIEF PROJECT DESCRIPTION:** A 9 day training program based on McClelland's concept of achievement motivation. The first week emphasizes the self through career testing, values clarification, achievement motivation, goal setting, sex role stereotyping, and assertiveness training. The second emphasized nontraditional job information, vocational guidance, job search skills, skills assessment and individual counseling. The staff and participants, in groups of 6 to 15, work on job development during the second week.

**MAJOR GOALS AND OBJECTIVES:** The major goal is to motivate women to achieve in the nontraditional (higher paying) job areas. The focus is on the internal barriers expressed by the individual women. Plan to serve 200 women.

**ORGANIZATION:** Operated by Hammond CETA.

**STAFFING:** The staff includes the project director, a job developer, 2 trainer-coaches, 1 administrative assistant and 1/4 time psychologist.

**BUDGET:**

CETA Administrative costs:	\$ 18,719
Trainings:	83,737
Allowances:	36,800
Program Administration:	24,227
Services to clients:	<u>34,596</u>

\$198,078

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Recruitment includes advertisements in the Sunday newspaper as well as personal contacts by the Project Director to the staff of other social agencies. Work of month has been an effective recruitment mechanism as well. 68% of women are white, 48% are heads of households, 17% are between 22-44 years old. Lately, they have expanded to serve high school women.

**ACTIVITIES:** Intake is done by the administrative assistant. It includes careful screening by telephone to determine eligibility and then a personal interview with each potential client

prior to sending them to the Employment Service to fill out CETA forms. After their selection, the women are given a Career Assessment Inventory, and 2 personality inventories prior to the actual training sessions. The activities focus on the psychological assessments with the aim of improving achievement motivation so that the client will be ready to start a job or a vocational training. The second focus is on job search skills, with group counseling an integral part. Day care and other support services are offered based on CETA Title I guidelines. Random telephone follow-up is made on program completers. Job development continues after the training sessions.

**OUTCOME TO DATE:** As of June, 1977, 80 persons have completed the training, 40 have been placed in jobs, and 39 are looking for jobs.

**PROGRESS/PROBLEMS:** Start-up problems caused the program to begin in January, 1977. The McClelland program was designed for middleclass men; changes in language and implementation were required. Although AFDC mothers were the planned target group, the project served very few because of allowance problems. Have invented a modification of TAT, the Women's Achievement Picture Test.

**REPLICATION ISSUES:** Close personal involvement by the staff and knowledge of the McClelland system are necessary.

**DOCUMENTATION AVAILABLE:** A final report will be made.

**DURATION OF GRANT:** October 1, 1976 to September 30, 1977.

**PRIME SPONSOR**

Fort Wayne Area Consortium  
450 City County Building, 1 Main St.  
Fort Wayne, Indiana  
Robert Speaks  
219-423-7024

**PROJECT**

Displaced Homemaker's Project  
227 E. Washington,  
Fort Wayne, Indiana  
Marilyn Schaab  
291-423-7213

**BRIEF PROJECT DESCRIPTION:** This project involves pre-orientation to make displaced homemakers job ready so that they can go into other CETA training programs. Week 1 is exposure to CETA and the available programs. Orientation programs for weeks 2-6 are done by the YWCA where women attend workshops in job search skills, assertiveness training and other confidence building techniques.

**MAJOR GOALS AND OBJECTIVES:** To get women job ready and to provide extensive support services to facilitate this process. The goal is to serve at least 102 women.

**ORGANIZATION:** Special project is under supervision of the Associate Director of Operations for the prime sponsor. The YWCA operates the orientation program.

**STAFFING:** 3 counselors; 1 secretary; project director.

**BUDGET:**

Administration:	\$ 36,063
Allowances:	24,564
Staff Salaries:	62,057
YWCA:	46,418
Other Services:	26,800
	<u>\$195,902</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Average client is 35 years old, white, nonhigh school graduate, no work experience, 4 kids, married 17-18 years. Referrals from community agencies and Indiana State Employment Service as well as media announcements.

**ACTIVITIES:** Intake: Interviews done by the staff and also aptitude test administered by psychological testing agency. Emphasis is on job readiness preparation workshops and not vocational training. The workshops stress self-image, role playing, job interview situations, personal grooming, self-confidence, etc. Work experience

available includes secretarial, maintenance, caseworkers assistant, costume design and welding. Other services: counseling is provided as other regular CETA social services. Follow-up: by other CETA counselors.

**OUTCOME TO DATE:** 59 served as of May, 1977; 48 in work experience programs.

**PROGRESS/PROBLEMS:** Progress has been good due to the close cooperation of the CETA components.

**REPLICATION ISSUES:** Replication should be easy.

**DOCUMENTATION AVAILABLE:** Brochures available in both Spanish and English.

**DURATION OF GRANT:** January 1, 1977 to December 31, 1977.

**PRIME SPONSOR:**

WOW Consortium,  
515 W. Moreland Boulevard  
Waukesha, Wisconsin  
Leonard F. Cors  
414-544-8046

**PROJECT**

Women in Nontraditional Occupations  
515 W. Moreland Boulevard  
Waukesha, Wisconsin  
Mary Sue Short  
414-544-8046

**BRIEF PROJECT DESCRIPTION:** The project was established to train 24 women (especially heads of households and those at poverty level) in nontraditional machine industry skills. Activities include classroom training, pre-employment orientation, OJT, and counseling.

**MAJOR GOALS AND OBJECTIVES:** To provide marketable skills through quality training to 24 participants. As a result of this and through publicity, attempts to change employers' attitudes toward women in nontraditional roles. All trainees are expected to be hired at the end of the program.

**ORGANIZATION:** Operated by prime sponsor.

**STAFFING:** The chief manpower planner and two manpower coordinators (all part-time) operate the project. The CETA office provides clerical and other support as needed.

**BUDGET:**

Administration:	\$ 4,395
Training Allowances:	15,315
Training Costs:	51,623
Support Services:	4,287
	<u>\$ 75,620</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:**

All local CETA program staff refer clients. Referrals also from State Division of Vocational Rehabilitation and community women's organizations. Most of the clients served have been between 24 and 34 years of age. Many are on AFDC. 11 have been white, 4 have been Latino.

**ACTIVITIES:** Achievement tests in math and reading are administered by Vocational Schools. OJT is furnished by the local employers. Classroom training is provided by Milwaukee Area Technical College, Waukesha County Technical Institute, and Moraine Park Technical Institute using vocational school standards. Counseling, both

personal and vocational, is coordinated from other sources. Child care costs are reimbursed. OJT employers submit monthly training reports on each trainee (training value, attendance). There is no follow-up on participants who place themselves in jobs.

**OUTCOME TO DATE:** 23 clients have completed classroom training. Of these, 6 are in OJT, 6 are looking for work or OJT and 7 are in unsubsidized jobs. 4 of the 7 jobs are traditional.

**PROGRESS/PROBLEMS:** The staff was overcommitted on other CETA programs; and therefore, felt the project has gotten insufficient attention at times.

**REPLICATION ISSUES:** Requires a labor market which can use machine industry skills.

**DOCUMENTATION AVAILABLE:** Standard reporting forms.

**DURATION OF GRANT:** October 1, 1976 to September 30, 1977.



**PRIME SPONSOR**

Governor's Manpower Office  
 State of Minnesota  
 690 American Center Building  
 150 E. Kellogg Boulevard  
 St. Paul, Minnesota  
 Cal Finch  
 612-296-6056

**PROJECT**

NEW (Nontraditional Employment for Women)  
 690 American Center Building  
 150 E. Kellogg Boulevard  
 St. Paul, Minnesota  
 Jim Proster, Program Manager for  
 Special Programs  
 612-296-6056

**BRIEF PROJECT DESCRIPTION:** Program of upgraded OJT and classroom training for 96 women, to improve their wage and skill levels, and enable them to move into nontraditional occupations.

**MAJOR GOALS AND OBJECTIVES:** To place 74 women in upgraded, nontraditional jobs; to fill 48 of their vacated positions with Title I referrals and to achieve cost/client of \$1200.

**ORGANIZATION:** This program administered under regular CETA system of local "one stop" comprehensive employment and training centers throughout balance-of-state (BOS) region.

**STAFFING:** One "NEW" coordinator for BOS; and at each local center, the regular CETA staff: outreach interviewer, counselor, work experience coordinator and job developer.

**BUDGET:**

Administration:	\$ 13,000
Allowances:	12,767
Training:	99,812
Services:	<u>10,482</u>
	\$136,061

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Initially, CETA staff contracted local employers. Media attention and reputation produced increasing response; now women approach CETA frequently after job developer visited their places of work. Most clients usually unemployed, however.

**ACTIVITIES:** Regular CETA intake procedures including counselor assessment and tests as needed to determine appropriate goals (Stanford Achievement Test; General Aptitude Test Battery; Minnesota Importance Questionnaire;

Kuder Preference Record). Classroom training in basic education or skill training by area schools, OJT by employer. Each client in OJT trained for a specific job. Vocational and personal counseling; as needed medical/dental, housing, child care; emergency food, clothing, tool equipment allowances. Standard CETA 30 and 150 day follow-up.

**OUTCOME TO DATE:** Per May 10, 65 have received training, 5 completed OJT; 3 have full-time jobs and 2 are trained and looking.

**PROGRESS/PROBLEMS:** When the first recruitment strategy failed, project designed successful media campaign. Underspent because OJTs less expensive than planned; late start. Unable to fill vacated positions with Title I referrals because slots are unattractive

**REPLICATION ISSUES:** Utilizes standard CETA staff and resources. Probably works best in small businesses, less urban areas (such as this BOS region) where employers and job vacancies are visible to women on the job.

**DOCUMENTATION AVAILABLE:** Standard reporting forms.

**DURATION OF GRANT:** October 1, 1976 to September 30, 1977.

**PRIME SPONSOR**  
Marathon County Planning Office  
427 4th Street  
Wausau, Wisconsin  
John Cook  
715-845-6231

**PROJECT**  
University of Wisconsin Extension  
Women's Employment Opportunity Program  
Marathon County Courthouse  
Wausau, Wisconsin  
Marge Jones  
715-842-2141

**BRIEF PROJECT DESCRIPTION:** An approach to increasing the employability of women through job development, education, training, and counseling. 150 women will be served. Program concentrates on 2 tangible barriers to employment by providing alternative models to traditional child care service; and by exploring and testing alternatives toward more flexibility in time scheduling of jobs.

**MAJOR GOALS AND OBJECTIVES:** 10 women trained in nontraditional jobs (subsidized by CETA); 25 participants placed in split-shift positions; 30 women placed in unsubsidized nontraditional jobs; 100 women involved in career counseling; 40 women given assertiveness training; 40 women advised of their rights and proper appeals channels; 25 women assisted with complaints or referred to the appropriate agency.

**ORGANIZATION:** Project is subgrantee to prime sponsor. An Ad Hoc Citizen's Advisory Committee consists of representatives of client community, business, government, labor, and manpower service providers.

**STAFFING:** All part-time/flex-time positions averaging 20 hours per week, 1 administrator/program specialist; 1 program specialist; 4 counselor technicians; 1 secretary.

**BUDGET:** Some reallocation due 6/1. Have requested an extension; if accepted, figures will differ.

Administration:	\$14,400
Allowances:	12,800
Training:	18,200
Services:	32,000
	<u>\$77,400</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:**

All local media, and social service agencies used plus flyers, newsletters, posters, and self-selection. Client profile: economically disadvantaged and low-income women; and specific barriers, i.e., age; heads of households; one third on public assistance.

**ACTIVITIES:** Intake: full job application detailing work experience, education, vocational training, interests, and aptitudes taken. Assessment process. Vocational Training: career counseling, classroom training in nontraditional jobs; assertiveness, and job readiness skills; working with full-time OJT placements, job sharing, split-level, and flex-time positions; job development secure position commitments from agencies and structure tasks to fit the shared partners; job placements made directly from program office to positions of all types in community. Other services: child care, transportation. CETA is handling follow-up.

**OUTCOME TO DATE:** As of May 31, 168 clients served; 80 terminated (58 positive, 22 negative); 37 placed in jobs.

**PROGRESS/PROBLEMS:** Major problem getting employers to accept shared time and flex-time placements. Target group not consistent with goals of flex-time and shared time placement. Lack of interest and opportunity in area for nontraditional employment. OJT commitment difficult. Over 50% are not job ready. Were able to establish job sharing in project office. Are achieving overall training and placement goals but not alternative schedule goals.

**REPLICATION ISSUES:** Need employers receptive to alternative schedules--both an active labor market and large population base.

**DOCUMENTATION AVAILABLE:** Standard reporting forms.

**DURATION OF GRANT:** November 1, 1976 to September 30, 1977.

**PRIME SPONSOR****Texas Panhandle Regional Planning**

Commission

P.O. Box 9257

Amarillo, Texas

Jim Wood

806-372-3381

**PROJECT****Women Heads of Household**

P.O. Box 32150

Amarillo, Texas

Johnny Raymond, Director of Manpower

806-372-2531

**BRIEF PROJECT DESCRIPTION:** The project provides classroom training and OJT for 185 women heads of households with dependent children under 18 in nontraditional occupations in an 18 county area.

**MAJOR GOALS AND OBJECTIVES:** To obtain initial employment for its clients and to ensure them continued promotional opportunities. Clients are given basic allowances of \$2.30 per hour during classroom training; \$30/week incentive if on AFDC. OJT slots have been secured in the public and private sector for 8 to 26 week duration.

**ORGANIZATION:** The Texas Panhandle Regional Planning Commission serves administrative functions with the Texas Panhandle Community Action Corporation and the City of Amarillo as subcontracted service deliverers.

**STAFFING:** Project staff consists of 3 full-time coordinators and 1 full-time secretary.

**BUDGET:**

Administration:	\$ 27,622
Allowances:	65,120
Wages:	13,050
Training:	130,130
Services:	86,560
	<u>\$322,482</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Clients are referred from Texas Rehabilitative Services, the Department of Public Welfare, the Texas Employment Commission and other service agencies. The average age of the clients has been 22 to 24. 50% are receiving public welfare benefits. 30% are black and 20% are Hispanic.

**ACTIVITIES:** A service delivery coordinator reviews CETA application and interviews the client. Participant

intake form is forwarded to the administrative unit for processing. A 3 week career orientation group and GED training and/or academic review is followed by classroom training, OJT, job development and job placement. Personal career and job related counseling are provided. Medical care, child care, residential support and transportation allowances are available; follow-up evaluations are conducted every 30 days for the first 90 days after placement.

**OUTCOME TO DATE:** As of June 27, 94 clients had been served. 26 have completed training and have been placed in unsubsidized employment. 9 of the jobs are full-time unsubsidized. 15 clients in OJT, 10 referred to other agencies or community sources for continuation of training; 69% poverty closure.

**PROGRESS/PROBLEMS:** It has been difficult to access transportation and there are no 24-hour day care facilities available. The project has been overspending on support services and is short on OJT funds. In addition, private businesses do not seem totally prepared to accept women in nontraditional roles.

**REPLICATION ISSUES:** Can be replicated by any prime sponsor.

**DOCUMENTATION AVAILABLE:** The Regional Planning Commission is providing a brochure and a complete analysis of project activities.

**DURATION OF GRANT:** October 1, 1976 to September 30, 1977.



**PRIME SPONSOR****Manpower Resources Office**

103 North Main

Independence, Missouri

Robert Rosen

816-836-8666

**PROJECT****Women Employable**

University of Missouri, Truman Campus

600 West Mechanic

Independence, Missouri

Jo Ellen Lightle/Ruth Margolin

816-254-8739 or 816-276-1442

**BRIEF PROJECT DESCRIPTION:** 45 women are to be trained as paraprofessional group leader vs. This involves 80 hours of training in vocational awareness and group leadership. In teams of 3 they will run outreach workshops in the community to inform other women about job search skills, and vocational opportunities. The paraprofessional-run workshop component is for 40 hours of subsidized work. It is planned that this procedure will train 200 women.

**MAJOR GOALS AND OBJECTIVES:** Objective is to provide training to participants so that they gain skills, abilities, and knowledge to take control over their lives. The emphasis is on attaining vocational readiness.

**ORGANIZATION:** Run by Women's Resource Bureau of University of Missouri, Kansas City-Truman Campus.

**STAFFING:** Project director (paid by university), coordinator (part-time), counselor (full-time); secretary (full-time).

**BUDGET:**

Administration:	\$14,383
Allowances:	33,120
Fringe:	331
Training:	14,106
Services:	14,107
	<u>\$76,047</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Referrals by various city agencies to the Missouri Job Service (MJS) which then refers the participants to the Women's Resource Bureau. Media ads important, too. Most clients are divorced and age range is 25-35 years.

**ACTIVITIES:** Intake by MJS. Applicant is then personally interviewed by the program staff. 80 hours of paraprofessional group leadership training

workshops. The trained leaders will then duplicate training at satellite stations for participants who will attend 10 hours a week training for 8 weeks. The leaders receive an allowance but the participants do not. It is intended that the 45 leadership slots will be filled from the ranks of participants. Job development conducted by staff, leaders and participants. CETA support services available. 10th, 18th, 28th, 38th, 48th week contacted for progress reports in person when possible.

**OUTCOME TO DATE:** 71 served; 37 trained as leaders; 34 in workshops.

**PROGRESS/PROBLEMS:** Project can only serve CETA eligibles and had some difficulties attracting women to an advocate/assertiveness training program. There were some problems in terms of commitment by the participants who were not receiving an allowance.

**REPLICATION ISSUES:** Should be replicable by any prime sponsor.

**DOCUMENTATION AVAILABLE:** Standard reporting forms.

**DURATION OF GRANT:** September 3, 1976 to September 2, 1977.

**PRIME SPONSOR**

South Dakota Balance of State  
Capital Lake Plaza  
Pierre, South Dakota  
Polly Penny  
605-224-3101

**PROJECT**

Nontraditional Jobs for Women  
409 South 2nd Avenue, Bc 1294  
Sioux Falls, South Dakota  
Mary Fran Flood  
605-339-6575

**BRIEF PROJECT DESCRIPTION:** Program develops awareness of women's potential and encourages job options for women in a variety of nontraditional fields with a special emphasis on skilled trade and craft related areas. It aids women in securing places in apprenticeships or apprentice-like positions.

**MAJOR GOALS AND OBJECTIVES:** To enhance the economic self-sufficiency of the South Dakota female population through training into self-paying employment. To increase public awareness of nontraditional employment for women. To place 35 into unsubsidized employment in nontraditional jobs with 50% retention rate after one year.

**ORGANIZATION:** Operated by BOS prime sponsor, the South Dakota Department of Labor. Work closely with WIN program.

**STAFFING:** Full-time program coordinator; part-time counselor and clerical worker.

**BUDGET:**

Administration:	\$ 18,650
Allowances:	12,000
Wages & Fringes:	12,600
Training:	13,000
Services:	43,750
	<u>\$100,000</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Professional ad agency ran media campaign. Referrals from other CETA Titles and from women's groups. Clients mostly 18-44 years old, high school graduates, and unemployed.

**ACTIVITIES:** Background and experience assessed to determine apprenticeship eligibility and appropriateness of goals. Off, classroom training and work experience. Dates of apprenticeship training kept, and participants referred to apprenticeship boards. On-the-job transportation, medical, and food provided. Weekly work situations.

Employer awareness groups to determine concerns and approaches to women in nontraditional employment. Follow-up: interviews with participants after employment interviews to determine next step. Phone contact with employers after referral. 30, 60, 90, days and 1 year follow-up.

**OUTCOME TO DATE:** As of May, 1977, 34 clients served, 19 completed training, 10 placed.

**PROGRESS/PROBLEMS:** Difficult to identify CETA eligible women who are motivated to enter nontraditional jobs. Local drought has narrowed apprenticeship market significantly. Many women need longer training (18 months to 2 years) in order to become competitive for apprenticeships and apprentice-like positions. Strong, sex stereotypes held by employers, women and general public.

**REPLICATION ISSUES:** Replicable by any prime sponsor.

**DOCUMENTATION AVAILABLE:** Standard reporting forms and narrative quarterly reports.

**DURATION OF GRANT:** October 1, 1976 to September 30, 1977.

**PRIME SPONSOR**

**Boulder County Employment and Training Administration**  
 2750 Spruce Street  
 Boulder, Colorado  
 Dick Rautio  
 303-441-3385

**PROJECT**

**Reapplication Skills**  
 1408 Pine Street  
 Boulder, Colorado  
 Clare Largesse  
 303-447-9675

**BRIEF PROJECT DESCRIPTION:** This project provides support, training, placement and follow-up to women who have been excluded from the labor market. Job ready women will receive career evaluation assistance and individual counseling as well as job placement assistance. Another 20 women, through training, work experience, workshops and OJT will learn to reapply old skills and/or develop some new ones with more marketability. Finally 30 women, many with only household or traditional skills, will receive training and work experience so they can establish small businesses.

**MAJOR GOALS AND OBJECTIVES:** To increase women's employability by turning present skills into marketable ones and to help women become self-sufficient. Goal is to serve 150 and place 100 in unsubsidized employment. 100 will receive job placement assistance, 20 will receive work experience and 30 will receive management or personnel and 30 will establish small businesses.

**ORGANIZATION:** Subgrant to Women's Resource Center, a nonprofit community and training center.

**STAFFING:** 4 full-time staff: Project Director, Counselor, Job Developers. 10 part-time individual outreach workers. One client in OJT does peer counseling. Job work experience is the first phase, several volunteers do follow-up and supportive counseling.

**BUDGET**

Administrative	23,811
Salaries	15,729
Material & Travel Benefits	57,827
Overhead	46,383

**RECRUITMENT PROCESS CLIENT PROFILE:**

Project Director wrote a modification to the grant to channel more money to the part-time staff rather than to support clients from the government. The project is now independently supported by the community.

Recruitment included media announcements, door to door flyers and word of mouth. The client population includes displaced homemakers over 40 and single parents.

**ACTIVITIES:** Intake included an individual interview and a 2-1/2 day evaluation clinic during which time the women were tested with vocational interest tests. In addition to work experience, clients participate in any of 4 types of training: personnel management training by staff consultant and Colorado Economic Development Association. The evaluation clinics were provided by staff with a consultant from the career placement center at the University of Colorado. Counseling is an integral part of the program. Day care and transportation is provided through arrangements with other agencies.

Follow-up: after 1 week, a phone call; after 1 month, a phone call or interview. The need for a formal follow-up outreach has been diminished by the clients active contact with the Women's Resource Center.

**OUTCOME TO DATE:** As of May, 1977, 144 enrolled, 47 in employment.

**PROGRESS/PROBLEMS:** Insufficient staff to engage in a needed massive employer education program. Availability of new PSN slots enabled many women to be placed in same field after work experience.

**REPLICATION ISSUES:** Replication requires a staff with a conviction that women already have the skills and capabilities and that the task of the program is to rechannel them and to provide emotional and financial support during the transition period.

**DOCUMENTATION AVAILABLE:** Final report will be available.

**DURATION OF GRANT:** October 1, 1976 to September 30, 1977.

**PRIME SPONSOR**

Marin County Manpower Department  
Civic Center  
San Rafael, California  
Dennis Brown  
415-924-8220

**PROJECT**

Women's Way  
412 Red Hill Avenue  
San Anselmo, California  
Jacqueline Kelly  
415-453-4490 or 415-454-4070

**BRIEF PROJECT DESCRIPTION:** An open-entry, open-exit program including ongoing counseling support groups and career skills workshops while the clients observe at several different work sites and gain firsthand experience about those jobs. Following this prevocational experience they are encouraged to go into Title I training programs, school or into the job market.

**MAJOR GOALS AND OBJECTIVES:** In addition to providing women job search skills and familiarity with possible job options, the program intends to improve the quality and quantity of employment possibilities available to women through significant public relations and job development efforts.

**ORGANIZATION:** Women's Way, a non-profit educational organization for women has subcontracted from the prime sponsor.

**STAFFING:** 3 people sharing 2 jobs; 2 coordinators and 1 program assistant as well as 4 part-time volunteers who do job development work.

**BUDGET:**

Administration:	\$ 2,900
Personnel:	27,265
Non-Personnel:	<u>2,460</u>
	\$32,625

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Word of mouth and referrals from various community agencies including CETA Title I and the local community college. Most are white single mothers, age 30-55.

**ACTIVITIES:** Intake interviews with staff determine motivation and need. Use of STRONG, Kuder and Self-Directed Search Tests. Then participates in individual counseling, support groups and career workshops. Vocational training: while client is on her work site experience, the employer exposes her to as many aspects of the job as possible. Other services: counseling is provided. Follow-up: at 30-60 day intervals phone contact is made.

**OUTCOME TO DATE:** 75 served as of June 30, 1977.

**PROGRESS/PROBLEMS:** Initial problems centered around the incorporation of a new program into an ongoing agency. Staffing uncertainties had to be resolved before the program could progress as expected. More women than anticipated want employment instead of Title I training.

**REPLICATION ISSUES:** Should be replicable by any prime sponsor.

**DOCUMENTATION AVAILABLE:** Individual pamphlets on the skill training materials will be prepared in conjunction with a final report.

**DURATION OF GRANT:** October 1, 1976 to September 30, 1977.



**PRIME SPONSOR**

**Santa Clara Employment & Training Agency**  
1420 Koll Circle  
San Jose, California  
Dino Pecararo  
408-277-4277

**PROJECT**

**Project Esperanza**  
1415 Koll Circle, Suite 105  
San Jose, California  
Esther Medina Gonzalez  
408-287-5230

**BRIEF PROJECT DESCRIPTION:** Project Esperanza serves female offenders on work release, alternative sentencing, probation or parole. There are three components: (1) 2 week job readiness workshops for women with marketable skills, (2) intensive vocational training in integrated circuit layout and electronic technician, and (3) "therapeutic residence" for women and their children.

**MAJOR GOALS AND OBJECTIVES:** Objective is to serve 135 women through vocational skills assessment and vocational readiness classes. To place 40 women in electronics and Integrated Circuit program and to provide residential supportive services for 40 women and their children.

**ORGANIZATION:** Women's Program Unit of Economic and Social Opportunities (ESO), the local community action agency, runs the program. There are two advisory boards which contribute in-kind services and promises of jobs to the trainees.

**STAFFING:** Project director (10% paid by grant), assistant project director (not paid by grant), job developer, employment specialist, vocational counselor, secretary. The residence coordinator and 3 counselors for the residence are under consulting contracts.

**BUDGET:**

Administration:	\$ 30,501
Allowances:	58,450
Training:	50,000
Service Costs:	<u>91,089</u>
	\$230,000

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Recruitment was done through the media and coordination with community groups and Department of Social Services, Department of Rehabilitation, etc. Released offenders may submit applications. Referrals have been less than expected from the local correctional institutions. They have an intensive

and selective screening process. The average client age is 35. She has several children, a 10th grade education, 50% white, 40% Spanish speaking, 10% black.

**ACTIVITIES:** Intake by the Women's Unit and consists of a needs assessment which determines degree and type of supportive services. Job readiness training: a 2-week intensive course for women with skill's and given 3 times a week to those in vocational training course. Vocational training in integrated circuit layout design and electronics technician. Job placement is provided for those who complete the 2 week course and for those in vocational training. Extensive counseling is provided. Housing for 40 women is available on a selection basis. There are emergency food and housing vouchers. Transportation, legal and medical services available through referrals. Standard CETA follow-up at 30, 60, 90 days. Long-term follow-up to be conducted by prime sponsor at one year intervals.

**OUTCOME TO DATE:** 53 screened; 15 in vocational training; 15 completed 2 week job readiness.

**PROGRESS/PROBLEMS:** Some local correctional officials have been reluctant to refer clients. They are somewhat behind in goal achievement but that is attributable to the initial difficulties securing referrals and also to their extremely selective selection process.

**REPLICATION ISSUES:** Should be replicable by any prime sponsor. The type of vocational training offered should be geared to local economics.

**DOCUMENTATION AVAILABLE:** Standard report forms.

**DURATION OF GRANT:** January 1, 1977 to December 31, 1977.

**HANDICAPPED**





**PRIME SPONSOR**

Area Manpower Planning Council  
1317 Filbert Street, 7th floor  
Philadelphia, Pennsylvania  
Toni Neri  
215-686-6381

**PROJECT**

Program for Vocational Evaluation and  
Skills Training for the Mentally  
Handicapped  
1317 Filbert Street, 7th floor  
Philadelphia, Pennsylvania  
Hugh Ferguson  
215-686-2103

**BRIEF PROJECT DESCRIPTION:** The project provides the full spectrum of employment services to an estimated 160 mentally handicapped persons.

**MAJOR GOALS AND OBJECTIVES:** To assist participants to obtain and retain gainful, unsubsidized employment. To eliminate need for potential residential care and/or public dependence. To eliminate artificial barriers to employment of mentally handicapped and demonstrate potential work force. To effect a healthy match of workers and jobs with specific skill requirements.

**ORGANIZATION:** Prime sponsor to provide administrative support and monitor and evaluate overall program. Three subcontractors: Elwyn West Rehab Center, Philadelphia Association for Retarded Citizens and Jewish Employment and Vocational Services provide manpower activities and services to clients; also, provide classroom (skill instruction and product work experience activities.

**STAFFING:** Full-time staff: 3 job developers, 1 employer relations specialist.

**BUDGET**

Staff salaries	\$128,684
Administrative	24,172
Program development	79,632
Travel and other	117,800
<b>Total</b>	<b>\$350,288</b>

**RECRUITMENT PROCESS-CLIENT PROFILE:**

Client is recruited from area treatment facilities serving mentally handicapped, some from third party referrals and some from waiting lists of these facilities. Clients are 18 and moderately handicapped.

**ACTIVITIES:** Battery of vocational and psychological tests. Subcontractors have developed these tests; and methods and techniques vary among them. PARC primarily responsible for placement. Vocational assessment and skills training primarily centered in JEVS and Elwyn. Individual and group counseling, crisis intervention, classroom training, job placement and psychiatric and medical exams are provided. Also, transportation provided when necessary. Follow-up activities will be by phone, letter and visits at intervals of two weeks, one month, 2 months, and one year. Clients and employers will be encouraged to use follow-up services on an ongoing basis in a specially designed orientation meeting. Tenure and employer/employee satisfaction is the primary concern of follow-up.

**OUTCOME TO DATE:** As of April 30, 1977: 94 clients involved in assessment and training programs. Two clients have been placed in full-time jobs. Additional 22 looking for jobs.

**PROGRESS/PROBLEMS:** Access to resources is very good. Some clients were eliminated as being unrehabilitatable. Project monitor sees original placement goal (90) as being difficult.

**REPLICATION ISSUES:** Would be replicable by any prime sponsor.

**DOCUMENTATION AVAILABLE:** A complete evaluation of each program will be provided at end of program by joint effort of subcontractors and prime sponsor.

**DURATION OF GRANT:** January 1, 1977 to December 31, 1977.

**PRIME SPONSOR****Baltimore Manpower Consortium**

701 St. Paul St., #105, Baltimore, MD

Mrs. Marion W. Pines, Director

301-396-3392

**PROJECT****Manpower Services for the Handicapped**

701 St. Paul St., #105, Baltimore, MD

Miss Donna Anderson

301-396-3394

**BRIEF PROJECT DESCRIPTION:** 88 individuals (particularly disabled veterans) offered training workshops and subsidized OJT with a plan to progress to unsubsidized employment in the private sector. Emphasis is on improving clients' skills and self-esteem.

**MAJOR GOALS AND OBJECTIVES:** To improve employers' hiring practices; utilize to the fullest clients' skills and interests; provide work experience opportunity reinforced by manpower support services; provide a demonstrated work record for individuals.

**ORGANIZATION:** Project is administered by prime sponsor with additional funds from Title I, prime sponsor will also evaluate project's effectiveness and provide complete documentation on project's history. Vocational Rehabilitation Office will provide many support services and house 2 generalists.

**STAFFING:** Full-time project director in prime sponsor's office, paid by Title I funds; also clerical staff. Two full-time generalists were hired with Title III funds.

**BUDGET:**

Administration:	\$ 31,940
Client Wages & Benefits:	264,638
OJT Training:	20,592
Services:	31,409
	<u>\$348,579</u>

Reduced actual costs of administration and support services was reprogrammed to client wages and fringe benefits line item, resulting in potential additional 20 clients to enroll in program and time extension of 90 days. Has been approved.

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Referrals from Department of Vocational Rehabilitation (DVR), Department of Education, 2 local hospitals specializing in rehabilitation medicine. Clients 18 years plus, 5th grade functional level or more; completed vocational and/or educational training with 6 months prior

to enrollment, or a person with skills and/or experience with unsuccessful job search. Clients must be CETA eligible, handicap must be "stabilized" (no significant ongoing treatment needed).

**ACTIVITIES:** 2-week intensive workshop to fit skills with job worksite and acquaint participants with their generalist and supervisor. Placement is in subsidized work experience job slots where realistic work pressures exist. Skills are enhanced and work attitudes and habits improved. Most clients will remain in these slots throughout the project. Job-related workshops to improve search techniques, alter negative attitudes, share learning experiences and set realistic and appropriate goals are given at regular intervals of the program year. Also, a pre/post employment questionnaire will be administered to the employee in 1st week and at end of employment workshop. Worksite supervisors are required to attend a 3-hour pre-employment seminar after the 1st week of pre-employment workshop but prior to clients placement in subsidized work experience to discuss scope of program and responsibilities of work supervisor (employer orientation program). Also, quarterly progress reports are submitted by worksite supervisors to generalists, project director.

**OUTCOME TO DATE:** As of June 28, 1977, 88 clients enrolled in subsidized work experience, 4 direct full-time placements and 12 more clients ready for unsubsidized job placement. 1 unsubsidized OJT; 18 terminations--of these 17 placed in full-time jobs.

**PROGRESS/PROBLEMS:** More referrals than program could handle.

**REPLICATION ISSUES:** Replicable by any prime sponsor.

**DOCUMENTATION AVAILABLE:** Standard reporting forms.

**DURATION OF GRANT:** October 1, 1976 to December 31, 1977.

**PRIME SPONSOR**

Governor's Manpower Office  
5790A-McCorkle Avenue, S.E.  
Charleston, West Virginia  
Mr. Henderson, Acting Director  
304-348-5920

**PROJECT**

HELP, Governor's Manpower Office  
5790A-McCorkle Avenue, S.  
Charleston, West Virginia  
Ms. Jean Gibson  
304-348-5920

**BRIEF PROJECT DESCRIPTION:** Project is a Work Experience/OJT program to provide 88 physically or mentally handicapped persons with skill training through work experience programs and to place an estimated 68 of these clients in subsidized OJT with the promise of full-time employment at the end of OJT through contract negotiated with OJT employer. Employers in private industry and private nonprofit business sector.

**MAJOR GOALS AND OBJECTIVES:** Acquisition of knowledge and skills; enhanced self-esteem; maximization of abilities; general education and enhanced social awareness of employers and local community; enhanced coordination between DOL CETA programs and HEW activities. 68 planned placements, minimum.

**ORGANIZATION:** Department of Employment Security responsible for certification of eligibility, selection, training, referrals and follow-up. Prime sponsor will provide administrative services and technical assistance. State Employment Service, Department of Vocational Education to provide support services, contacts with local employers.

**STAFFING:** Project director (full-time) is on the Governor's Manpower Staff and paid by Title I funds. Counselors staff of Division of Vocational Education/Vocational Rehabilitation paid by agencies. Counselors are part-time on this project.

**BUDGET:** Presently negotiating modification to reduce administration and increase other line items.

Administration:	\$ 11,179
Participant Wages and Benefits:	150,646
OJT Training/ Support Services:	37,400
(at \$55 per client)	\$199,225

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Must be a current Department of Vocational Rehabilitation case. Presence of severe physical or mental handicap, such as legally blind, para/quadruplegic, amputee disabled veterans; clients are 18-65, predominantly white, most with high school education; under/unemployed. DVR and ES determine eligibility.

**ACTIVITIES:** Vocation diagnostic interview; general and specialized medical exam; psychological tests; situational work testing, school records and transcripts studied. Vocational training has usually been completed at DVR by the time of enrollment. DVR and prime sponsor determine work experience sponsors. Employment Security negotiates permanent employment contract with OJT employers. Emphasis primarily on job-related counseling by DVR staff, but personal, financial, etc. counseling available if needed. DVR also provides tools, transportation, day care, restructuring of worksite when necessary. DVR keeps open file for 60 days responding to any problems that come up. At end of 60 days, project director begins 90 day evaluative study of client's progress, noting success of placement, vocational compatibility, salary, client's attitude to job and employment, in general, and employer's satisfaction.

**OUTCOME TO DATE:** As of June, 1977 93 clients have been served, with 82 placed in work experience and 11 terminations.

**PROGRESS/PROBLEMS:** Project Director would like to see program modified to allow client to bypass work experience training and go directly into OJT program. Placement of some clients in OJT is imminent.

**REPLICATION ISSUES:** Should be replicable by any prime sponsor.

**DOCUMENTATION AVAILABLE:** Standard reporting forms.

**DURATION OF GRANT:** October 1, 1976 to September 30, 1977.

**PRIME SPONSOR**

State of Delaware Intergovernmental  
Manpower Service  
701 Shipley Street  
Wilmington, Delaware  
Mr. Alex Kupjerman

**PROJECT**

Delaware Employment Program for the  
Handicapped  
701 Shipley Street, 5th Floor  
Wilmington, Delaware  
Mrs. Phyllis Winokur

**BRIEF PROJECT DESCRIPTION:** Employment and training program to serve carefully selected handicapped clients who cannot find satisfactory employment on their own but who can be placed in satisfactory jobs quickly with minimal coordinated quality counseling, medical services, training and placement.

**MAJOR GOALS AND OBJECTIVES:** Eliminate or materially reduce traditional barriers to employment; place 326 clients in competitive employment in 1977; provide job profile for clients to enhance chances of employability.

**ORGANIZATION:** Prime sponsor provides overall administration and clerical staff. Participating agencies are Employment Services, Department of Vocational Rehabilitation, Bureau for the Visually Impaired, and CETA training and counseling facilities.

**STAFFING:** 1 60% project coordinator (Title I funds) - overall administrator; 3 full-time employment interviewers from Division of Employment Security; 1 full-time employment counselor to coordinate efforts of 3 employment interviewers. Division of Employment Security provides extra staff with their own funds when needed. DVR provides 40 counselors free of charge.

**BUDGET:**

Direct case service funds:	\$276,366
(at 625 x 442 clients)	
Salaries for 3 DES inter-	
viewers:	46,548
Fringe:	7,132
Salary for 1 DES employ-	
ment counselor:	17,304
Fringe:	2,650
	<u>\$350,000</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Existing caseloads of DVR, BVI and VA. Clients aged 18-64, less severely handicapped, under/unemployed, most likely to respond to short-term training and be placed in competitive employment within 12-month program period.

**ACTIVITIES:** Interview, medical and psychological testing and evaluation, physical restoration determined and begun immediately. Identify and develop personal employability profile; make accessible training programs of CETA Title I for skills development. Seek placement in permanent positions with OJT provided. Health care and transportation provided. Ongoing counseling with emphasis on self-sufficiency of client. Clients followed closely for 2 months to ease transition and stress support services. If placement is unsuccessful, client is referred back to Employment Services job development and placement program.

**OUTCOME TO DATE:** As of June, 1977, 599 clients in job development program. 195 have entered employment.

**PROGRESS/PROBLEMS:** Many clients referred did not have good job histories or their motivation was misjudged. Program caseload resulted in need for more staff. Project anticipates it will exceed its goals by serving 620 clients.

**REPLICATION ISSUES:** Replicable by any prime sponsor.

**DOCUMENTATION AVAILABLE:** Standard reporting forms.

**DURATION OF GRANT:** October 1, 1976 to September 30, 1977.



**PRIME SPONSOR**

Governor's Manpower Council  
P.O. Box 1358  
Richmond, Virginia  
George Scherer  
804-786-1201

**PROJECT**

Work Experience Project  
Commission for Visually Handicapped  
3003 Parkwood Avenue  
Richmond, Virginia  
Al Fritter and Hugh Scott  
804-786-2181

**BRIEF PROJECT DESCRIPTION:** Project is designed to place 10 blind clients in subsidized OJT in competitive level nonprofit agencies. Counseling high priority to develop skill compatibility with job; support services include physical and mental restoration, interpreter services, mobility instruction. Employer expected to keep clients in job at end of subsidized program.

**MAJOR GOALS AND OBJECTIVES:** To overcome traditional barriers to employment; to utilize state agencies and CETA structure to employ clients rather than individual referral approach.

**ORGANIZATION:** Counselors from Virginia Commission for Visually Handicapped (VCVH) run program; Governor's Manpower Council oversees and administers.

**STAFFING:** Prime sponsor provides project managers; VCVH provides 6 counselors; heavy support from state rehabilitation agencies.

**BUDGET:**

Entry Level Salaries:	\$69,8
(10 slots)	
Fringe Benefits:	<u>8,200</u>
	\$78,000

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Referrals from current VCVH caseload; blind, CETA eligible; working age; all levels of education; 7 white, 1 black, determined ready for employment or OJT experience.

**ACTIVITIES:** Diagnostic, evaluative assessment; general medical and eye exam; hearing screening; this carried out by Virginia Rehabilitation Center for Blind. Clients will go through preparatory mental/physical restoration and counseling; then be placed in OJT-type component with salary paid out of CETA funds. Support services include some physical restoration, books, tools, maintenance; transportation; occupational

licenses; sensory aides and devices; high priority on counseling and guidance. Counseling; crisis intervention; monthly reports required from employers; support to employers and clients by Commission counselors.

**OUTCOME TO DATE:** 9 clients placed in OJT with one voluntary termination as of May, 1977.

**PROGRESS/PROBLEMS:** Slow start-up placing clients in strictly private nonprofit; since amended to public nonprofit organizations. Generally, job availability has been a problem.

**REPLICATION ISSUES:** Should be replicable anywhere.

**DOCUMENTATION AVAILABLE:** Standard reporting forms.

**DURATION OF GRANT:** November 1, 1976 to October 31, 1977. Expect to receive extension to December.

**PRIME SPONSOR**

Birmingham Area Manpower Consortium  
725 19th Street, North  
Birmingham, Alabama  
Howard Melton  
205-254-2405

**PROJECT**

**PHASE**  
621 18th Street South  
Birmingham, Alabama  
Lyn Munroe  
205-933-7201

**BRIEF PROJECT DESCRIPTION:** This project recruits, assesses and places moderately to severely handicapped persons in OJT, sheltered workshop employment and nonsubsidized employment. A nine month training program in computer programming along with individualized vocational training is also offered.

**MAJOR GOALS AND OBJECTIVES:** To outreach, recruit, enroll, train, and place in unsubsidized employment physically and mentally handicapped individuals. Goal is to extend services to qualified persons who are not receiving assistance from Department of Vocational Rehabilitation (DVR). Services will be extended to 275 clients with 85 being referred to regular DVR caseloads at project end. It was intended that a number of clients would be recruited via use of 2 mobile referral and assessment units. The units could not be bought due to manufacturing problems. 122 out of 275 to be placed in nonsubsidized competitive jobs. 100 OJT slots, 40 direct placement, 20 sheltered employment, 15 computer programming class, 15 referrals to individual vocational training.

**ORGANIZATION:** DVR is the subcontractee so all administrative staff is housed at DVR and programmatic management is under the vocational area supervisor.

**STAFFING:** 8 full-time, 1 part-time persons including director and assistant, counselor/evaluators, placement specialists and van drivers.

**BUDGET:**

Administration:	\$ 46,182
Allowances:	36,180
Training:	86,821
Services:	120,817
CETA costs:	<u>10,000</u>
	\$300,000

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Each case will be an active DVR case. Referrals come from Employment Service, Community Action Agency, Urban League, and direct community recruitment.

**ACTIVITIES:** McCarren Dial Evaluation System and Volpar Evaluation Series used for intake assessments. Vocational training in the classroom for 15 clients in computer programming, 100 OJT slots and 15 individual referrals. Counseling is regularly provided and, other services are provided as needed, include day care, medical and transportation. Weekly follow-up during training and at 30, 60, 90 day intervals thereafter.

**OUTCOME TO DATE:** 145 served; 15 completed training; 5 indirect placement; 17 currently employed.

**PROGRESS/PROBLEMS:** Financial renegotiations resulted in loss of mobile assessment units. There was some trouble staffing the project so it was late in starting. Progress has been good since the Project Director was hired.

**REPLICATION ISSUES:** Should be adaptable to any major city area with an active DVR.

**DOCUMENTATION AVAILABLE:** Standard reporting forms.

**DURATION OF GRANT:** October 1, 1976 to September 30, 1977. Project being transitioned to CETA Title I program October 1, 1977.



**PRIME SPONSOR**

Alamance County Board of Commissioners  
124 W. Elm Street  
Graham, North Carolina  
Co. Gibson  
919-28-0574

**PROJECT**

Vocational Trades of Alamance, Inc.  
1212 Turrentine Street  
Burlington, North Carolina  
James Durhan, Project Director  
919-226-0226

**BRIEF PROJECT DESCRIPTION:** Project provides job training and employment opportunities to handicapped residents of Alamance County. Clients receive unemployment and work adjustment assistance; vocational counseling and job placement services in a city and on a farm.

**MAJOR GOALS AND OBJECTIVES:** Increase client employability and economic self-sufficiency; provide training and job placement in local growth industries (maintenance, upholstery, woodworking and agriculture).

**ORGANIZATION:** Alamance County CETA, Alamance County Government (Finance Office) and the Alamance-Casewell Area Mental Health Program administer the project. The latter is parent organization of Vocational Trades of Alamance, Inc.

**STAFFING:** 1 farm coordinator, 1 secretary, 4 instructors, 2 instructor's aides, 1 driver.

**BUDGET:**

Administration Allowances:	\$ 18,035
Allowances:	167,440
Training:	43,799
Services:	17,200
	<u>\$246,474</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Referrals made by the Department of Vocational Rehabilitation (DVR) and the Employment Security Commission (ESC). Local news media also solicit potential clients. Counselors certify clients and assign eligibles to program activities. Participant eligibility determined by DOL criteria. Client profile data not available.

**ACTIVITIES:** Employment histories taken; achievement, bi-manual dexterity and personality batteries administered. Agricultural, woodwork, maintenance and upholstery courses taught at Damascus Center; vocational counseling is provided at both sites. Prior to graduation, student CETA staff and VTA project personnel discuss and secure job placement for client. Transportation to training site, personal counseling. Follow-ups are 30, 90, 180 days after termination. Information on employment status, salary, adjustment and general attitude gathered. All placements are confirmed through client/ counselor contact. Clients unable to find employment are placed on Extended Employment with VTA and receive hourly wages.

**OUTCOME TO DATE:** 45 clients served with no placements as of April, 1977.

**PROGRESS/PROBLEMS:** Transportation for clients to medical appointments has been more expensive than planned, so some funds were shifted.

**REPLICATION ISSUES:** Should be replicable by any prime sponsor.

**DOCUMENTATION AVAILABLE:** Standard reporting forms.

**DURATION OF GRANT:** October 18, 1976 to September 30, 1977.

**PRIME SPONSOR**

TRICO Consortium  
524 Main St., Room 309  
Racine, Wisconsin  
George Moore  
414-636-3281

**PROJECT**

Project Share  
Kenosha Achievement Center  
1218 79th St. Kenosha, Wisconsin  
John Killian  
414-658-1687

**BRIEF PROJECT DESCRIPTION:** Project to train and place severely disabled persons for food service and sales industry, involving early employer cooperation. Estimated to benefit 475.

**MAJOR GOALS AND OBJECTIVES:** To train 75 clients in food service; 65 in retail sales work, and place 80 of total in unsubsidized work. To alleviate attitudinal and architectural barrier to employment of handicapped persons.

**ORGANIZATION:** Kenosha Achievement Center acts as coordinator, with other subcontracts to four other area agencies serving handicapped persons.

**STAFFING:** Director; secretary/bookkeeper; public education coordinator; Goodwill coordinator, society's assets coordinator; 2 jobsite coordinators, 4 instructors, and an architectural consultant. All staff very experienced, most have relevant advanced degrees.

**BUDGET:**

Administration:	\$ 32,780
Wages & Benefits:	37,327
Training:	40,924
Services:	81,532
	<u>\$192,563</u>

**RECRUITMENT PROCESS/CLIENT PROFILE.**

Recruitment by Department of Vocational Rehabilitation (DVR) outreach, publicity. Client profile as expected, but fewer veterans. Clients include both sexes, usually aged 24-35. Priority given to employable people with greatest disability.

**ACTIVITIES:** Various tests used including JEVS, Singer Graphics Word Sample and a local job sample. OJT with cooperative evaluation by employer and project; two classes of approximately 20 clients each in clerking and food service. 60 area employers were contacted and prepared for program; continual job development, and upgrade

training offered. Classroom training in resume writing, hygiene, remedial education. Rehabilitation counseling and case management. Existing agencies, other CETA titles, meet support needs such as child care. Rigorous biweekly contact with clients and employers, for 90 days during OJT, then bimonthly and monthly.

**OUTCOME TO DATE:** As of May 4, 124 served: 61 currently enrolled, 63 completed training, 48 are placed (40 full-time). All remain at first placement.

**PROGRESS/PROBLEMS:** American Motors layoff in Kenosha contributes to 14.5% unemployment, which bears heavily on disabled persons. Still, 76% of clients who have finished training have been placed. Jobsite Coordinator's job development highly successful.

**REPLICATION ISSUES:** Program relies on sophisticated training facilities and agency cooperation, but common for this population in large cities. Requires sensitive and skilled public relations. Most critical factor: early involvement of employer in training process and presence of job site developers.

**DOCUMENTATION AVAILABLE:** Director plans to publish articles after year's time. Follows "Multi-Resource Center" self-evaluation techniques.

**DURATION OF GRANT:** October 1, 1976 to September 30, 1977.

**PRIME SPONSOR**

Office of Manpower Development  
27th Floor, 30 East Broad St.  
Columbus, Ohio  
Ned T. Dunn  
614-466-6788

**PROJECT**

Project Employ/Bureau of Employment  
Services  
145 South Front St.  
Columbus, Ohio  
Robert or Karla Lor+z  
614-466-8919

**BRIEF PROJECT DESCRIPTION:** This program hired and trained 24 disabled counselors in occupational analysis and job development, who are now based at BOS and ES offices, managing caseloads of disabled job-seekers.

**MAJOR GOALS AND OBJECTIVES:** To reduce barriers to employment. Through counselors, to recruit and interview 4500 handicapped persons; advise 1500 employers regarding architecture, job restructuring, assess and counsel 3600 clients; place 900 in jobs, of whom 70% remain at placement in 3 months.

**ORGANIZATION:** Operated in counseling section of OBES, whose chief supervises the 2 program coordinators. They supervise the 24 counselors located in 17 OBES local offices, each of whom, as a regular OBES staff person, must report also to the OBES office manager.

**STAFFING:** Two coordinators (husband and wife, each widely experienced in state agencies); 24 counselors, 1 clerk/typist.

**BUDGET:**

Administration:	\$ 68,124
(includes 36,067 for 3 full-time salaries)	
Services:	<u>309,982</u>
(includes 24 coun- selors' salaries at 10,483)	
Total:	\$378,110

Administration costs absorbed by OBES.

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Coordinators screened 150 applicants to select 24 counselors; they recruit their own caseloads by their own strategies. Clients job qualified but need job seeking skills, counseling, or job development advocacy.

**ACTIVITIES:** Intake: selective placement counselors interview applicants at OBES office, may use tests to determine ability (General Aptitude Test Battery; Specific Aptitude Test Battery; Basic Occupational Literacy Test, or clerical proficiency tests). Applicants who are not job ready are referred to Rehabilitation Services Commission for training. Counselor Training: (1) initial 5 weeks' training of counselors in occupational analysis and counseling. (2) Job Development and participant placement by counselor, using OBES job bank. Other services: selective service counselors work with clients individually on attitude and goals and conduct workshops in job seeking skills. Follow-up: standard OBES 30-60-90 day follow-up to solve possible job site problems and develop good employer/employee matches.

**OUTCOME TO DATE:** As of May, 1977, the 24 counselors have contacted 1277 employers; carry caseload of 1829 clients; 559 persons have been placed in jobs and 260 referred for vocational training. Expect to overachieve all goals.

**PROGRESS/PROBLEMS:** Progress is impressive, program is being implemented throughout state, with governor's discretionary funds, to serve disabled people outside of BOS localities.

**REPLICATION ISSUES:** New component and specially trained staff added to existing statewide network of employment services. Serves only job ready clients, referring others elsewhere for training. Highly replicable.

**DOCUMENTATION AVAILABLE:** None yet, because until whole state is served, project did not want publicity. Staff expects Ohio will produce literature on this model.

**DURATION OF GRANT:** October 1, 1976 to September 30, 1977 - 12 months.

**PRIME SPONSOR**

Madison County Consortium  
103 W. Purcell, Room 500  
Edwardsville, Illinois  
Danial D. Churovich  
618-692-4592

**PROJECT**

Disabled Veterans Program  
103 W. Purcell, Room 500  
Edwardsville, Illinois  
Ray Hidock  
618-692-4315

**BRIEF PROJECT DESCRIPTION:** Program provides employment, training, and counseling for disabled veterans in Madison and Bond Counties. 35 served to date.

**MAJOR GOALS AND OBJECTIVES:** To job train 35 veterans; provide occupational and job-related training; provide an additional 10 public service positions for veterans; remove artificial barriers to employment; provide job referrals; provide orientation, counseling, education and institutional skills to enter labor force; to assist in obtaining supportive services; to cooperate with and encourage local training institutions to develop and maintain training course for veterans.

**ORGANIZATION:** Program run by consortium of 2 County Manpower agencies. Program overseen by Madison County Board of Supervisors, Madison County Consortium's Coordinator of Vocational Education and an Advisory Council. Referral network includes other social service and employment organizations.

**STAFFING:** 1 supervisor/counselor; 1 assistant supervisor; 3 special education consultants, part-time.

**BUDGET:**

Administration:	\$ 43,639
Allowances:	154,620
Wages:	80,000
Fringes:	16,144
Training:	25,260
	<u>\$320,013</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Outreach by existing agencies, who refer to State Employment Service, who refer to the Consortium. Client Profile: 23 males, ages 19-21 (4); ages 22-44 (15); ages 45-54 (2); ages 55-64 (2); 22 white, 1 black, 8 recently separated veterans; 8 special (Vietnam) veterans.

**ACTIVITIES:** Review work history, educational attainment, personal occupational goals, aptitude tests. Tests: Tennessee Self-Concept Scale; Differential Aptitude Scale; Interest Inventory; Kuder Intelligence Scale for Adults; Wide Range Achievement Tests; Individual Diagnosis in reading, and math. Counseling, classroom training, job development and job placement. Support services as needed on an individual basis (high school equivalency, counseling, referral, career development). Madison County Consortium follow-up specialists contact during 1st week of employment, at 15 days, one month, and 3 months after employment, as well as informally.

**OUTCOME TO DATE:** 34 clients served; 9 more to be served; 0 completed training; 1 completed employment; 2 self-placements.

**PROGRESS/PROBLEMS:** Finding disabled veterans has been biggest problem. Program is starting to gain credibility with veterans, who are a closed group. Shift from training to finding jobs.

**REPLICATION ISSUES:** Need concentrated client group; job placements readily available.

**DOCUMENTATION AVAILABLE:** Standard reporting forms.

**DURATION OF GRANT:** September ..., 1976 to September 13, 1977.



**PRIME SPONSOR**

Winne-Pond Consortium  
P. O. Box 2685  
Oshkosh, Wisconsin  
Larry Krebs  
414-235-6024

**PROJECT**

Supported Work Program,  
ADVOCAP SWP  
Box 86  
Winnebago, Wisconsin  
James Blakeslee  
414-426-0150

**BRIEF PROJECT DESCRIPTION:** The Supported Work Program is part of a national project designed to provide a year's work experience in a sheltered environment for chronically unemployed persons. The program works with the emotionally and mentally handicapped, AFDC women and youth 17-20 of whom at least 50% have had contact with the criminal justice system. There are 4 structured work environments where these individuals can work with support and guidance in home maintenance, furniture repair, recreational service and secretarial service. Each service provides a wage for the participant and income for the project.

**MAJOR GOALS AND OBJECTIVES:** To encourage and increase self-sufficiency, dependability, good work habits and positive personality traits through a supported work environment. Their goal is to place 120 persons over the course of 12 months in 60 job slots.

**ORGANIZATION:** Supported Wc. Program is run by ADVOCAP, Inc., a nonprofit County Community Action Agency.

**STAFFING:** 27 persons in Year II. 28 persons in Year III. The staff includes technical vocational specialists in addition to counselors and administrative personnel.

**BUDGET:** This is just one part of a larger ongoing SWP program with overall budget of \$1,451,472. In addition, the work projects generate \$150,000 yearly income.

Participant Wages:	\$174,223
Participant Services:	180,603
Participant Benefits:	21,927
Participant Training:	1,993
Administration:	19,933
	<u>\$398,679</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Received referrals from all community service agencies--mental health institutions, welfare departments, manpower programs, etc. There are 3 target populations: youth between 17 and 20, 50% of whom have contact with the criminal justice system, AFDC women,

and mentally handicapped persons. The majority are white males, ages 21-30, with multiple problems.

**ACTIVITIES:** Intake involves a week of structured orientation and assessment sessions on a one-to-one basis with the counseling staff. During this time, base line psychological data are gathered, peer group support develops, client becomes acquainted with the structure of the program. 4 structured work environments in rehabilitating homes, basic home maintenance, furniture repair, secretarial services. Client starts with Step I, the most closely supervised environment and then advances to Step IV, the job-ready environment. Transportation and special counseling are provided as well as referral information for any needed services. Follow-up lasts 3 years with monthly meetings during the first 90 days; then bimonthly and quarterly.

**OUTCOME TO DATE:** 242 clients served (179 mental health, 47 youth, 16 AFDC); 98 currently active; 64 completed training; 46 placed in jobs; 6 education; 74 resigned and fired.

**PROGRESS/PROBLEMS:** They have a 40% positive termination rate. Problems between the operations staff and ancillary staff have been averted through team staff meetings on each client.

**REPLICATION ISSUES:** The purpose of Supported Work is to help persons acquire a steady year of employment while performing community-needed services. Replication requires substantial coordination and cooperation of major community agencies in fields of manpower, mental health services, vocational schools, various public and social service agencies, private sources, etc. The fundamental aspects of implementation, a structured work environment and positive feedback are easily replicated.

**DOCUMENTATION AVAILABLE:** There is documentation available on this program from the Office of Research and Development, Employment and Training Administration.

**DURATION OF GRANT:** October 1, 1976, to September 30, 1977.

**PRIME SPONSOR**

Grand Rapids Area Manpower Planning  
Council  
300 Monroe N.W.  
Grand Rapids, Michigan  
Walter Sowles  
616-456-4040

**PROJECT**

MIKA Rehabilitation Project; Pine Rest  
550 Cherry S.E.  
Grand Rapids, Michigan  
Gail Addis  
616-458-6677

**BRIEF PROJECT DESCRIPTION:** Program coordinates all services available to the severely mentally and physically handicapped under one roof in a single case service manager system. A complete diagnostic package within a week, Rehabilitation Initial Diagnosis and Assessment for Clients (RIDAC) program, leading to employability plan for each client. Work experience and OJT provided as intermediate step to nonsubsidized employment.

**MAJOR GOALS AND OBJECTIVES:** To provide assessment and employability plans for 160 participants; to place 130 in work experience; to establish 90 OJT slots and place 78 participants in competitive jobs.

**ORGANIZATION:** Subcontracted to Pine Rest Rehabilitation facility, which purchases certain other services as needed from other agencies.

**STAFFING:** 2 counselors, 1 placement counselor, a case aide, 2 stenographers, 1 unit leader, all full-time.

**BUDGET:** Local sources add \$137,715 more. Negotiating a model to reduce training and transfer to services.

Administration:	\$ 76,790
Participant Wages:	143,520
Fringe:	11,046
Training:	5,000
Services:	<u>163,644</u>
	\$400,000

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Outreach includes media publicity and personal contracts to all relevant agencies. About 75% of clients are mentally retarded, the remainder having cerebral palsy and epilepsy or psychological problems with low reading levels. The majority are males although now they are trying to get 43% female representation.

**ACTIVITIES:** Intake involves a RIDAC assessment. A written diagnostic and employability development plan for each participant is drawn up by the case service monitor. A VRS case is opened for each. OJT and Work Experience provided. Additional support services are provided without Title III monies through the agencies represented on the Administrative Advisory Committee. Follow-up: contacts made at 30, 60, 90 and 150 day intervals.

**OUTCOME TO DATE:** As of the end of May, 151 enrolled in some training; 20 placed in unsubsidized jobs.

**PROGRESS/PROBLEMS:** They are on schedule for work experience placements but behind on OJT which is attributable to the depressed local job market.

**REPLICATION ISSUES:** Replicable by any prime sponsor.

**DOCUMENTATION AVAILABLE:** Standard reporting forms.

**DURATION OF GRANT:** October 1, 1976 to September 30, 1977.



**PRIME SPONSOR**

Genesee-Lapeer-Shiawassee-Flint Employ-  
ment and Training Consortium  
Office of Human Resources  
708 Root Street, 3rd Floor  
Flint, Michigan 48503  
Sue Zeit  
313-766-7390

**PROJECT**

FEWE and OJT  
G-5069 Van Slyke Road  
Flint, Michigan 48507  
Pat Bone  
313-239-4617

**BRIEF PROJECT DESCRIPTION:**

For retarded adults, the program is a First Entry Work Experience and OJT program for jobs in the secondary labor market. At entry, participant chooses 1 of 4 occupational fields (food service, indoor maintenance, outdoor maintenance, horticulture) and receives phased training from simulated work experience to outside work experience to, for those who qualify, OJT.

**MAJOR GOALS AND OBJECTIVES:**

Serve 100 adults, place 25-30% in part-time or full-time employment. 90 finish Phase I, 60 to finish Phase II, 30 to finish Phase III. Train participants for jobs, make contact with employers, teach clients how to get to and from work independently, develop social skills, appropriate work behavior, and attitudes; provide support services.

**ORGANIZATION:**

All program activities carried out by project subgrantee. Phase I done at Genesee County Association for Retarded Citizens. Phase II at nonprofit agencies in community. Phase III at private sector employers. Program director responsible to director of GCARC. Project has loose relationship to prime sponsor. Referrals from all agencies serving retarded, in the tri county.

**STAFFING:** 1 full-time administrator-program director; 1 vocational coordinator administrator, full-time; 2 full-time vocational counselors; 1 job development person; 4 teacher aides, 35 hours/week; 3 teacher aide leaders, 35 hours/week; 1 bookkeeper/secretary, full-time; 1 secretary; 1 full-time bus driver (40 hours/week).

**BUDGET:**

Administration:	\$ 51,808
Wages:	66,000
Fringes:	7,005
Training:	108,519
Services:	35,455
Directly to Administra- tion Unit of Consortium	3,000
	<u>\$271,787</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Outreach to agencies and school system. All agencies have waiting lists of potential clients. Some referrals too severely retarded to participate. Client Profile: median age late 20's to mid 30's; roughly 50% male, 50% female; very few blacks.

**ACTIVITIES:**

One staff person does interview, explains program, optional fields, services, etc. to client. Then, staff person asks client to explain program to referring counselor, then covers any ground missed. Phase I, 2-10 weeks; 15 hours/week; simulated work experience at GCARC; extensive counseling; progress evaluated. Phase II, 4-10 weeks, 20-40 hours/week; work experience in community, at first accompanied by teacher aide leader; paid by program. Phase III, OJT-employer reimbursed up to 50% wages for 150 hours. Teacher aide still active with lots of support. Follow-up includes as much contact with employer and client as needed. Teacher aide leaders check at least once a month and clients can call as needed.

**OUTCOME TO DATE:** 45 clients served; 42 completed Phase I, 6 still at first Phase III placement; 2 from OJT phase changed employers.

**PROGRESS/PROBLEMS:** Greenhouse is completed, so now have all facilities for 4 training fields. Problems getting timely services to clients from Vocational Rehabilitation Services. Program started late because could not get Workmen's Compensation or insurance on van until January.

**REPLICATION ISSUES:** Need very active labor market and skilled employer education.

**DOCUMENTATION AVAILABLE:** 3 page program description, final report planned.

**DURATION OF GRANT:** November 24, 1976 to October 31, 1977.

**PRIME SPONSOR**

North Texas State Planning Region

Consortium

1914 Kemp Boulevard  
Wichita Falls, Texas  
Edwin Daniel  
917-322-5281

**PROJECT**

Job Survey Project

3401 Armory Road  
Wichita Falls, Texas

Mr. Holgar Peterson, Project Director  
917-766-3207

**BRIEF PROJECT DESCRIPTION:** This is a comprehensive program which encompasses a work experience, personal adjustment, therapy-vocational and evaluation placement total concept approach for mentally and physically handicapped persons. A crucial component is the development of a vocational counseling lab with an updated detailed job analysis file designed to facilitate the matching of clients and employers.

**MAJOR GOALS AND OBJECTIVES:** The major goal is to develop a work experience therapy-placement project for mentally and physically handicapped clients. Objective is to provide a "full-time, year round, comprehensive program directed primarily to the personal and social rehabilitation of participants in the client-worker program." 208 enrollments intended to place 180 in employment.

**ORGANIZATION:** Individual Development Corporation (IDC), subcontracted from Nortex Regional Planning Council, runs the program.

**STAFFING:** Planner (part-time); assistant accountant (part-time); counselor/teacher (full-time); coordinator, vocational evaluator, value engineer, placement specialist, program aide, staff psychologist, job analysts (5), and placement specialist, all full-time.

**BUDGET:**

Administration:	\$ 37,720
Wages:	78,031
Fringe:	5,969
Services:	94,852
	\$216,572

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Referrals from Wichita Falls State Hospital, Individual Development Center, DVR, Blind State Agency, as well as other agencies that serve handicapped persons. Client profile is based on 23 placements: 2/3 of clients are male, most are between ages of 18 and 44, majority have less than a high school degree.

**ACTIVITIES:** Intake is done by the hospital and includes medical and psychological testing. They refer persons to the client work experience component and to the 13-week Personal/Social Adjustment class. Vocational training: prevocational classroom program is held at the state hospital. Job development and placement services, and post placement crisis intervention and counseling are provided. Other services: supportive services are provided by DVR and Welfare. Transportation is provided by the local community action program. Follow-up is done by the staff psychologist and vocational evaluator who go to the job sites regularly.

**OUTCOME TO DATE:** As of May, 1977, 76 served; 50 (approximately) completed training; and 23 placed in jobs.

**PROGRESS/PROBLEMS:** There were initial difficulties in recruiting persons for the social/personal adjustment classes. They have conducted an in-depth analysis of 112 jobs and cross indexed them with disabilities so they are ready to place clients as the clients are ready.

**REPLICATION ISSUES:** Should be replicable by any prime sponsor where there exists a willing and well-funded DVR and good vocational assessment center. Two years of funding would allow for 1 year to establish library or lab and second to realize full implementation.

**DOCUMENTATION AVAILABLE:** A manual will be available.

**DURATION OF GRANT:** October 1, 1976 to September 30, 1977.

**PRIME SPONSOR**

CETA

2002 Burt Street

Omaha, Nebraska

Al Veys, Mayor

402-345-7714

**PROJECT**

Handicapped Services Project

Sona Building, 5211 S. 31st Street

Omaha, Nebraska

Karen Jothen

402-345-7714 x 301

**BRIEF PROJECT DESCRIPTION:** Emphasis is on job placement into occupations with growth expectations. Goodwill Industries (GW) subcontracts for disability verification, vocational assessments, diagnostic testing and vocational exploration, as well as provides situational assessments when needed. Title I OJT and Work Experience will be used for those clients possessing skills but needing experience. Training is in allied health profession as well as food service, clerical, janitorial, small bench assembly, retail sales, etc.

**MAJOR GOALS AND OBJECTIVES:** Primary goal is to make 193 participants self-sufficient in full-time employment within 12 months. A secondary goal is to establish a service model for the client common to CETA, DVR, ES and VA with emphasis on a cooperative agreement between CETA and DVR to serve disadvantaged employable handicapped.

**ORGANIZATION:** Operated by prime sponsor with subcontract to GW. Director operates under CETA Operations Manager. ES job developer works full-time at project.

**STAFFING:** Handicapped program services coordinator (full-time); 2 manpower guidance services specialists (full-time); 2 clerks. Associated on a full-time loan basis are 2 job developers, one from ES and 1 from Title I.

**BUDGET:** The budget modification increases PSWE monies and decreases skilled training as few clients were interested in the half PSWE/half training voucher component.

Administration:	\$ 31,654
Wages:	234,300
Fringe:	16,519
Training	54,000
Services	63,527
	<u>\$400,000</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Referrals from all agencies that provide services to handicapped persons, DVR, CETA, GW, etc. Client profile unavailable.

**ACTIVITIES:** Intake performed by guidance specialists with referral to GW for assessment, including medical, vocational, intellectual and personality tests when appropriate. Vocational evaluation first week, situational assessment for second week. Vocational training: job readiness training classes for clients when appropriate over a 2 week period. Stipend allowance is given. There is an arrangement with PSWE that enables a client to work half time and with a CETA voucher system mechanism receive training or education half time. Supportive services include emergency grants, medical follow-up, dental, optical, prosthetic, prescriptions, etc. Follow-up: placement follow-up on 30, 60, 90 day 1 year basis.

**OUTCOME TO DATE:** As of June 28, 532 applicants, 34 involved in skill training; 60 placed in OJT and PSWE; 140 (including PSE/PSWE transitions) are placed in private sector.

**PROCESS/PROBLEMS:** With more than an adequate number of referrals, there has been good success with PSWE placements. The percent of PSE was miscalculated and there was a failure to devote enough attention to developing OJT slots.

**REPLICATION ISSUES:** Should be replicable by any prime sponsor where there is a subcontractor for assessment services.

**DOCUMENTATION AVAILABLE:** Standard reporting forms.

**DURATION OF GRANT:** September 21, 1976 to September 21, 1977.

2.;

**PRIME SPONSOR**

City of Berkeley/CETA  
3020 Milvia, Room 202  
Berkeley, California  
Claudine Benjamin  
415-644-6080

**PROJECT**

Disabled Paralegal Advocate  
(DPA) Training Center for Independent Living  
2548 Telegraph Avenue  
Berkeley, California  
James Pechin  
415-841-3790

**BRIEF PROJECT DESCRIPTION:** Project to train five disabled persons as paralegal advocates who will in turn place 40 handicapped people in unsubsidized jobs and help at least 30 employers to remove artificial employment barriers.

**MAJOR GOALS AND OBJECTIVES:** To train five to be employable in any paralegal position with emphasis in Rehabilitation Act Sections 503 and 504. To benefit total of 45 disabled persons.

**ORGANIZATION:** Prime sponsor subcontracts to the Center for Independent Living (CIL), supervised by its Executive and Deputy Directors. CIL belongs to a consortium of 6 local agencies for the handicapped, and a consulting advisory board is formed of representatives from these plus employers, unions, Department of Labor, Office of Civil Rights and Department of Vocational Rehabilitation.

**STAFFING:** Coordinator and program trainer; intake counselor/secretary; job development specialist, (both full-time).

**BUDGET:**

Administration:	\$15,475
Training:	25,050
(trainers' salaries included)	
Supportive Services:	23,975
Allowances:	15,500
	<u>\$80,000</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:**

CIL recruits from network of local agencies serving disabled people. Clients are 3 men, 3 women, early 20's, all with college degrees.

**ACTIVITIES:** Orientation to Center for Independent Living. Classroom: 150 hours at National Paralegal Institute using its prepared curriculum. Additionally, consultants provide seminars in Rehabilitation Law. JOT placement at CIL with caseloads supervised daily by a trainer, weekly by an attorney. Final placement assisted by advisory

committee members. Other services: the 45 disabled persons have access to CIL's range of services including transportation, wheelchair repair, referrals, counseling in daily living skills and employment. Follow-up: expect to maintain communication with graduates through their continued work with handicapped persons.

**OUTCOME TO DATE:** The five DPAs have cumulative caseload of 25 clients; 4 to 5 new cases taken each month.

**PROGRESS/PROBLEMS:** Less demand for in-person advocacy at court than anticipated, and less employer interest in assistance. Training becoming broader to be able to address legal problems of disabled people beyond employment; and to conduct community education and outreach.

**REPLICATION ISSUES:** Could be replicated at an existing center for handicapped people or at a paralegal vocational school, since so few trainees can be easily transported.

**DOCUMENTATION AVAILABLE:** Basic Paralegal Training Curriculum; adapted and supplemented and for DPA training; standard reporting forms.

**DURATION OF GRANT:** November 1, 1976 to October 31, 1977.



**PRIME SPONSOR**

Inland Manpower Association  
336 North LaCadena  
Colton, California  
Marilyn Trombetta  
714-824-2500

**PROJECT**

To Serve Handicapped and Disabled Veterans  
195 North "D" Street  
San Bernardino, California  
Jim Burns  
714-383-5205 or 5206

**BRIEF PROJECT DESCRIPTION:** This is primarily a job placement program for 98 "job ready" handicapped persons. The Title III monies subsidize employment for up to 6 months at which time the employer takes over.

**MAJOR GOALS AND OBJECTIVES:** Major goals are to break down the barriers to employment of handicapped persons with an emphasis on exposure of handicapped persons to employers and to the public.

**ORGANIZATION:** The program is run through the Inland Manpower Association (IMA) office and works through Manpower Offices in the City of Riverside, the City of San Bernardino, the County of Riverside and the County of San Bernardino.

**STAFFING:** 2 liaison/counselors, 1 job developer, 1 project director, 1 part-time counselors.

**BUDGET:** \$354,425 as of April, 1977, but in the process of making budget modifications to a new total of \$346,284.

Wages & Fringe:	\$186,794
Administration:	41,922
Training:	70,560
Services:	55,149
	<u>\$354,425</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:**

The majority are males, aged 22-44, with at least a high school degree and in many instances post high school education. Predominantly white. Recruitment is done at Department of Vocational Rehabilitation (DVR) for their job ready but unemployed clients.

**ACTIVITIES:** Intake is done at State DVR, according to accepted guidelines. Clients are referred from them to CETA where their name goes into a job file to wait for a job referral. This is a placement program. Other services are provided by DVR and CETA Title I. Follow-up is monthly by phone and a 3 month interview with both the employer and the participant.

**OUTCOME TO DATE:** 71 persons placed in jobs.

**PROGRESS/PROBLEMS:** The biggest problem has been employer resistance.

**REPLICATION ISSUES:** Replication requires good public relations and a dedicated staff as well as cooperation with DVR and employment service.

**DOCUMENTATION AVAILABLE:** Standard reporting forms.

**DURATION OF GRANT:** December 1, 1976 to October 31, 1977.

**PRIME SPONSOR**

City of Oakland Department of Manpower  
Development and Programs  
14th and Washington Streets  
Oakland, California  
Juan Lopez  
415-273-3505

**PROJECT**

Manpower Services Program for the  
Physically Handicapped  
14th and Washington Streets  
Oakland, California  
Paul Tellez or Robert Bloom  
415-273-3505

**BRIEF PROJECT DESCRIPTION:** The project will provide pre-employment training, vocational counseling, skills training, OJT contacts and job placement services to 120 mildly or moderately handicapped persons.

**MAJOR GOALS AND OBJECTIVES:** The goals of the project are to develop jobs and make placements for at least 70% of the persons served and to coordinate existing services for the target group so as to prevent duplication of effort by agencies.

**ORGANIZATION:** Under contract with the State of California Department of Rehabilitation contracting agencies will provide supervision, coordination and overall responsibility for program implementation.

**STAFFING:** The staff consists of a program coordinator, 2 secretaries, 2 rehabilitation counselors, 2 job developers, and one case service assistant.

**BUDGET:**

Administration:	\$ 32,000
Allowances:	67,638
Services:	118,675
Training:	181,487
	<u>\$400,000</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Referrals are sought from all appropriate agencies and from CETA. There is open recruitment through radio and TV spots, pamphlets and program announcements.

**ACTIVITIES:** During assessment, the client is interviewed to discern the extent of the disability, need for support services, work and education history, career choice and motivation. Tests are administered as well. During orientation, which is conducted by CETA-EDD, clients are informed as to grievance procedures, payroll procedures,

codes of conduct and attendance, available services and civil rights. Services that are provided include pre-employment training (basic skills brushup, work world orientation, job search skills, personal appearance), job development, OJT in promising fields at \$3.00/hour or higher and classroom training in institutional settings. Vocational training is obtained through individual referrals to training institutions. Personal counseling services are arranged elsewhere. The City provides support services including health care, child care, and transportation stipends and basic allowances. Employers are contacted at 30 and 60 day intervals.

**OUTCOME TO DATE:** No information available because site could not be contacted.

**PROGRESS/PROBLEMS:** No information available because site could not be contacted.

**REPLICATION ISSUES:** No information available because site could not be contacted.

**DOCUMENTATION AVAILABLE:** No information available because site could not be contacted.

**DURATION OF GRANT:** February 1, 1977 to April 17, 1978.



**PRIME SPONSOR**

City of Los Angeles  
 Mayor's Office of Training and  
 Job Development  
 207 South Broadway  
 Los Angeles, California  
 Kathy Schreiner  
 213-485-6512

**PROJECT**

Service to the Handicapped  
 City Hall  
 200 North Spring Street, Room 2100  
 Los Angeles, California  
 Dexter Henderson  
 213-485-6334

**BRIEF PROJECT DESCRIPTION:** This program provides 45 OJT Civil Service slots for moderately-to-severely handicapped individuals. An employability plan is devised for each individual. An initial subsidized training period lasts from 3 to 9 months, during which time they receive classroom training in job skills as well as OJT.

**MAJOR GOALS AND OBJECTIVES:** To improve employment opportunities for the moderately-to-severely handicapped person by providing job training and job placement in the public sector. The primary goal is to have 35 persons placed in Civil Service entry-level jobs.

**ORGANIZATION:** The program operates out of the Mayor's Office for the Handicapped. The OJT program is coordinated through this office in conjunction with the State Department of Rehabilitation, the Los Angeles Community College and the City of Los Angeles Personnel Department.

**STAFFING:** 1 project coordinator; 1 program counselor; 1 counselor/accountant; 1 clerk/stenographer.

**BUDGET:** \$301,983 - Total Title III

Administration:	\$ 54,531
Participant Wages & Fringes:	214,187
Training Materials:	3,500
Salaries:	22,925
Services to Participants:	6,840
	<u>\$301,983</u>

Title I - \$106,573 for supplement to participants wages and fringe benefits and administration wages and fringe benefits. In-kind contributions from City of Los Angeles: \$13,376.

**RECRUITMENT PROCESS/CLIENT PROFILE:** Recruitment done through extensive outreach through the cooperating agencies (i.e., DVR and the Community College), as well as through media announcements, and other agencies and organizations impacting on the handicapped. 41% black; 32% Chicano; 24% Anglo; 2% Asian, 76:24 men and women; 45:55 married and single.

**ACTIVITIES:** Intake consists of interviews. Previous tests, if available, are provided by DVR counselors.

A list of possible participants is made and then each time a job vacancy occurs, the supervisor selects from 5 or 6 most qualified candidates. Vocational training: the emphasis is on placement in the 45 OJT slots. Medical requirements are defined for each job through the use of a job audit. Medical evaluation conducted in relationship to job audit. Participants are permitted 2 years after placement to prepare for and pass the Civil Service test. Other services: attendant care, day care, transportation and health insurance are provided. Counseling is done in conjunction with the staff of DVR. In conjunction with the Community College District, a social skills class is provided as part of the OJT. The class is designed to increase their marketable skills and job-related performance skills.

**OUTCOME TO DATE:** As of April 1977: 39 are being served; 3 completed training and transitioned into jobs.

**PROGRESS/PROBLEMS:** The program needs greater flexibility in the types of jobs which have been made available in order to expand the kinds of job opportunities. Additional evaluation techniques are needed to be able to match persons with jobs more successfully. Despite not having enough staff and unrealistic enrollment periods, progress has been made toward achieving goals.

**REPLICATION ISSUES:** Must have a commitment from Mayor or top city officials to generate support for and promote the program. Design can be replicated with the cooperation of city personnel and participating city departments. To be replicated, methods and procedures are dependent upon the specific Civil Service structure of the particular locality.

**DOCUMENTATION AVAILABLE:** A narrative description of this program as a model for employing handicapped persons in a Civil Service system will be available upon completion of the program.

**DURATION OF GRANT:** November 1, 1976, to October 31, 1977.

**PRIME SPONSOR**

City of Tacoma  
930 Tacoma Avenue South  
Tacoma, Washington  
Ray E. Corpus, Jr.  
206-593-4870

**PROJECT**

H.O.P.E.  
705 South 9th, Room 202  
Tacoma, Washington  
Ms. Penny Zimmer Lewis  
206-593-4870

**BRIEF PROJECT DESCRIPTION:** HOPE is designed to meet the needs of severely disabled clients who generally have received training but have little or no work experience. This is a program of direct placement. 300 persons to be served.

**MAJOR GOALS AND OBJECTIVES:** Goals to provide jobs for 150 of the clients through services of counseling and assessment OJT, and Work Experience. Second goal is to utilize "Barriers to Employment Specialist" to identify and advocate for removal of architectural barriers in the community and industry to enable handicapped citizens to function more fully and easily.

**ORGANIZATION:** HOPE operated by prime sponsor and located in their office.

**STAFFING:** 1 project administrator (part-time); 1 program operations manager (full-time); 2 counselors (full-time); 1 job developer (full-time); 2 clerks.

**BUDGET:**

Administration:	\$ 20,000
Wages:	146,250
Fringe:	10,240
Training:	80,000
Services:	75,000
	<u>\$331,490</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Largest source of referrals are DVR, self-referrals, and CETA; all social service agencies in area send referrals as well. The majority of the clients have completed high school and some college.

**ACTIVITIES:** Intake utilizes a specially designed application form. There is a selective use of aptitude tests. 50 participants receive OJT with expectation of unsubsidized employment after 20 weeks. 50 participants receive work experience slots for up to 9 months at \$2.50/hour. All receive placement services. Other services: counseling available for all

clients with emphasis on employment related problems. A minimum of 2 follow-up contacts with clients placed in employment. Indirect follow-up at 30, 60, 90 day intervals and direct after 60 days.

**OUTCOME TO DATE:** 265 served, 13 OJT, 55 WEP, 6 jobs.

**PROGRESS/PROBLEMS:** Lack of emphasis on removal of barriers, not enough contact with group of employers. Late staff hiring led to late project start. Relatively few clients have chosen to take the Job Seeking Education classes. It has been difficult to find enough OJT employers.

**REPLICATION ISSUES:** Should be replicable by any prime sponsor with a Goodwill Industry program. Flexibility in the program enables payment of WE to vary according to occupation from minimum wage to \$3.93/hour.

**DOCUMENTATION AVAILABLE:** Standard reporting forms.

**DURATION OF GRANT:** October 1, 1976 to September 30, 1977.

**YOUTH**

210

New Haven Labor Market  
Area Consortium  
Office of Manpower  
161 Church Street  
New Haven, Connecticut 06510  
Thomas S. Corso  
203-362-0151

PROJECT  
Youth Job Upgrading Program  
161 Church Street  
New Haven, Connecticut 06510  
Jim Begina  
203-772-2270

**BRIEF PROJECT DESCRIPTION:** Project aims to create and upgrade primary job opportunities for youth (16-25) through area employer, low support-OJT contracts. Job upgrading contracts negotiated (maximum: \$1,500) for youth presently employed--company lists vacated entry-level job openings with CETA Central Job Development Unit.

**MAJOR GOALS AND OBJECTIVES:** Project has two-fold goal: (1) to upgrade existing primary employment opportunities for employed youth; (2) to open up entry-level primary positions for local unemployed youth. Project objectives are: (1) to create 70% entry-level job slots through job upgrading; and (2) to create 30% entry-level slots through OJT contracting. 100 enrollees are to be placed in jobs.

**ORGANIZATION:** Project administered through CETA Central Job Development Unit which provides intake and referral services for all consortium job training activities. Upgrading and OJT are negotiated with local employers by job developers.

**STAFFING:** Two job developers in CETA Central Job Development Unit; one acts as a planner to monitor upgrading program.

**BUDGET:**

Administration:	\$ 16,000
Services:	24,500
Training -	
Upgrading Training:	37,500
Training -	
Low Support OJT:	122,000
	<u>\$200,000</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:** Youth completing work-experience phases of ongoing programs are recruited. 50% are transfers from Title I programs. All clients are economically disadvantaged; 50% minority. 60% are male; 5% are 16-18 years of age; 65% are 18-22, 30% are 22-25. Clients qualify for the upgrading program if they are in the lower 25% of the firm's pay scale.

**ACTIVITIES:** Work history, educational attainment and personal occupational goals documented through CETA Intake Form and "511" card of the Employment Service. General Aptitude and Test Battery (English and Spanish); the Barrett (measures reading and math abilities for Spanish youth) and the Self-Directed Search (English and Spanish) tests administered to prospective clients. Titles I and III work-experience projects also used to assess participant potential. Counseling provided by Central Counseling Unit of prime sponsor. Within the Central Job Development Unit is a Follow-Up Unit which tracks and verifies placements on a 30-60-day basis.

**OUTCOME TO DATE:** Two upgrading contracts negotiated with two entry-level slots created. Four potential placements.

**PROGRESS/PROBLEMS:** Program did not start until January because towns surrounding New Haven involved in the project questioned job allocation policy. No placements yet because area firms slow in responding to job upgrading incentives.

**REPLICATION ISSUES:** Better advance planning would enhance program replication (i.e., contact firms where workers retiring, turnover rapid and where there is room to upgrade). Upgrading approach opens up additional entry-level primary jobs for youth--a major breakthrough for local manpower planning.

**DOCUMENTATION AVAILABLE:** Standard reporting forms.

**DURATION OF GRANT:** October 1, 1976, to September 30, 1977.

**PRIME SPONSOR**

Broome County Manpower Planning  
Services

Broome County Office Building  
Government Plaza  
Binghamton, New York  
Timothy Grippen  
607-772-2853

**PROJECT**

Youth Employment Development Program  
Division of Continuing Education, BOCES  
P.O. Box 1450  
Binghamton, New York  
Ann Smith  
607-798-7801

**BRIEF PROJECT DESCRIPTION:** This program offers an intensive 1 week vocational and aptitude assessment of clients, and then places youths, depending upon interest, in an 11 week vocational training experience, 5 days a week, 7 hours daily. Upon completion, they enter unsubsidized work experiences.

**MAJOR GOALS AND OBJECTIVES:** To provide exposure to work areas and skill training as well as general career awareness education, personal and vocational counseling and placement to out of school youth 16-21 years (high school dropouts and graduates). The goal is to serve 160 youths during the course of the year, and have them enter a 12 week period of unsubsidized employment.

**ORGANIZATION:** Run by the Division of Continuing Education of the Broome-Tioga Board of Cooperative Educational Services (BOCES). BOCES runs other CETA Title I programs as well.

**STAFFING:** These staff are Title III funded: 1 placement development specialist, 1 career education instructor, 1 counselor, 2 instructional assistants (1 full-time, 1 part-time). The interim program coordinator is currently funded by another BOCES administrative program. Other staff are available to the program from CETA Title I.

**BUDGET:**

Administration:	\$ 40,740.93
Allowances:	137,530.00
Training:	55,947.50
Services:	<u>39,024.90</u>
	\$273,243.33

**RECRUITMENT PROCESS/CLIENT PROFILE:**

New York State Employment Service refers all clients to the program. Limited outreach has been done to other youth oriented community agencies. Client profile: 38 male; 36 female. Median age 18.5; median grade of school attended 10.5; median reported income \$2,823.51.

**ACTIVITIES:** New York State Employment Agency screens and administers General Aptitude Test Battery. Youth Employment Division counselors during first week administer California Achievement, Differential Aptitude Test, short form test of academic achievement, KUDER occupational interest survey, Chicago, nonverbal examinations as well as various personality indicator tests. Training in oil burner heating technician, air conditioning and refrigeration repair, welding combination, food service, clerical, basic electronics, building maintenance and nurses aide/ orderly is 11 weeks, 5 days a week. Academic tutoring is available as well as continued career education. Job placement in unsubsidized work experiences is provided by the placement specialist. Other services are as provided by CETA Title I. Follow-up of client by phone at 30, 60, 90 day intervals.

**OUTCOME TO DATE:** As of July 13, 74 served thus far; 67 completed training or left training.

**PROGRESS/PROBLEMS:** Program did not start until January, 1977. Consequently some groups of participants have had to overlap each other in the vocational training courses. New York State Employment Service has not referred sufficient numbers of youth so they are having difficulties in meeting their goals.

**REPLICATION ISSUES:** Replication should be easy where classroom vocational training is available.

**DOCUMENTATION AVAILABLE:** final report will be available.

**DURATION OF GRANT:** October 1, 1977 to September 30, 1977.



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**PRIME SPONSOR**

Georgia Department of Labor Employment  
Security Agency  
501 Pollian St., SW, Atlanta, Georgia  
Ennis Quinn  
404-656-5570

**PROJECT**

Rural Skills Center  
P.O. Box 8 ABAC Center  
Tifton, Georgia  
Jesse Chamblers  
912-386-3535

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**BRIEF PROJECT DESCRIPTION:** The project provides remedial education, high school equivalency training, skills training, social skills training, placement and employment opportunities for rural youths.

**MAJOR GOALS AND OBJECTIVES:** The goals of the project will provide remedial education and technical training for 100 Georgia youths to increase by 50 the number of competent farm and equipment operators and to maximize the potential of 25 center participants in securing year round employment in agri-business.

**ORGANIZATION:** The Georgia Employment Security Office coordinates and administers all activities of the project. Abraham Baldwin Agricultural College, as a subgrantee, provides training materials and support services for the project.

**STAFFING:** Staff working full-time on the Rural Skills Center include a project director, program coordinator, assistant coordinator, 4 instructors, and 2 part-time secretaries. The Georgia Department of Labor provides a full-time unit supervisor and a part-time statistical clerk, fiscal clerk and rural program supervisor.

**BUDGET:**

Administration:	\$ 80,000
Training:	107,338
Services:	<u>212,662</u>
	\$400,000

**RECRUITMENT PROCESS/CLIENT PROFILE:**

90% of the clients are recruited by the Georgia DOL; 5% by radio and TV spots, newspaper articles, word of mouth, booths at the farm show and brochures and 5% by school counselors. The Department of Labor in Atlanta sends letters to local employment securities offices. 50% of the clients come from an agricultural background. They have had higher educational backgrounds than expected.

**ACTIVITIES:** Participants are assessed based on general interest, past work experience, formal educational attainment and occupational aptitude patterns. The GARE Adult Basic Learning Test is administered. The project provides classroom training, job development and job placement services. Personal counseling, health care and other supportive services will be arranged with local agency delivery systems. Follow-up contacts will be made with participants and employers to determine results and satisfaction. A second placement will be made if the first placement proves unsatisfactory.

**OUTCOME TO DATE:** 70 clients have been served as of May, 1977. 26 have completed training and 11 have been placed in jobs.

**PROGRESS/PROBLEMS:** Project does its own screening. The project director indicated that the project was understaffed. Some of the clients have discipline-control problems.

**REPLICATION ISSUES:** The project requires heavy farm equipment and parts and highly specialized instructors in equipment maintenance and operation.

**DOCUMENTATION AVAILABLE:** Monthly progress reports are drafted to track project activities. Mid-quarter and quarterly evaluations of students are also undertaken.

**DURATION OF GRANT:** January 1, 1977 to December 31 1977.



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**PROJECT**

Manpower and Planning Council  
315 Haven Street, Clearwater, FL  
Wanda Adams and Jim Carroll  
813-448-3741

**PRIME SPONSOR**

Vocational Assistance Center  
3435 1st Avenue, S., St. Petersburg, FL  
Peter Parrado  
813-821-2443

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**BRIEF PROJECT DESCRIPTION:** Job readiness workshops, individualized vocational counseling and planning, placement and OJT to probationers 16-21. Clients must first participate in a 2-week career assessment workshop. Vocational training in audiovisual aide work and in job development.

**MAJOR GOALS AND OBJECTIVES:** Develop realistic vocational aspirations, increase employability, increase willingness of employers to hire such youth, generate community sensitivity to impediments faced by clients, aid probation efforts by providing vocational service. Expect to serve 430 clients.

**ORGANIZATION:** VAC is part of the Juvenile Services Program which is funded under CETA Title I. JSP Director provides overall supervision to VAC. JSP Board of Directors provides overall policy guidance.

**STAFFING:** 1 project director (JSP) part-time; 1 project coordinator, 1 payroll clerk, 2 orientation specialists, 3 vocational specialists, 1 job developer, 1 screener/recpetionist, all full-time.

**BUDGET:**

Administration:	\$ 21,395
Allowances:	97,061
Wages & Fringes:	42,800
Training:	30,000
Services:	127,505
	<u>\$318,761</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Project staff met with juvenile and adult probation staff to inform of VAC's services. Probation officers refer clients. Approximately 80% are male, average age is 18 50% black; 40% function below 5th grade level; most are repeat offenders.

**ACTIVITIES:** Basic demographic and employment data gathered at enrollment. During career assessment workshop, aptitude, vocational, interest and personality tests administered.

30-hour workshop in a 2-week period covers career decision-making concepts, job development, interviewing techniques, and employer expectations. Employability profiles and individual career plans are developed for each participant. Vocational counseling and support services provided after completion. OJT slots developed and paid for by project. VAC also provides in-house OJT, audiovisuals, and job development. Day care, health care and other social services through Department of Social and Economic Services. GED program is available through local school system and VAC provides funds for transportation, tools, union dues, etc. Once client in OJT or placed in job, vocational counselors contact both employer and employee weekly. Efforts made to "sensitize" employer to offender's problem and background.

**OUTCOME TO DATE:** 265 served as of May, 1977; 187 completed training; 38 placed; 35 in work experience slots; 18 in OJT; 3 have left jobs.

**PROGRESS/PROBLEMS:** Bicycle repair program cancelled because many clients did not have basic aptitude and others weren't interested. Problems getting enough referrals. Referred probationers have had serious criminal records and often minimal reading and writing skills. Service period has been lengthened to deal with these special needs.

**REPLICATION ISSUES:** Should be able to be replicated by prime sponsors having staff with experience working with offenders.

**DOCUMENTATION AVAILABLE:** Project plans to produce a manual and to document data on job placement and retention rates.

**DURATION OF GRANT:** October 1, 1976 to September 30, 1977.

**PRIME SPONSOR**

City of Cincinnati  
Manpower Services Division  
801 Linn Street  
Cincinnati, Ohio  
Henry L. Christman  
Executive Director  
513-352-3436

**PROJECT**

Preparation and Employment Program  
for Special Youth (PEPSY)  
2147 Central Avenue  
Cincinnati, Ohio  
Horace Bradley  
Project Director  
513-381-3425

**BRIEF PROJECT DESCRIPTION:** Project places and finds employment for in-school delinquent youth, 16-17 years of age, in local public or nonprofit organizations. Job counseling and social support services provided. Project aims to give anti-social youth meaningful work experience and increase their future employability.

**MAJOR GOALS AND OBJECTIVES:** To give work experience to 120 in-school, delinquent youth in local, nonprofit or public institutions; provide clients with individual, group counseling; transportation and cultural enrichment. To prevent 110 PEPSY participants from further contact with Juvenile Court; to reduce number of juveniles processed by the Court by 10%; and to place 75% of PEPSY 18-year-old enrollees or high school graduates in unsubsidized employment.

**ORGANIZATION:** Manpower Services Division Intake Unit responsible for PEPSY fund disbursement, program monitoring and evaluation. The Citizen's Committee for Youth (CCY) works with the Intake Unit and sub-contracts PEPSY program services.

**STAFFING:** One full-time project coordinator. One full-time job developer. 5 full-time counselors. One part-time project consultant.

**BUDGET:**

Administration:	\$ 61,384
Wages (clients):	244,260
Fringe:	17,269
Services:	68,791
	<u>\$391,668</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:** Referrals are accepted from Intake Unit, Board of Education, Community Action Commission, Ohio Bureau of Employment Services and other community organizations. Clients are 16-17 years of age, residents of Cincinnati, meet OEO poverty guidelines, are in or returning to school within 30 days and are referrals from the Cincinnati Juvenile Court Liaison Program. 70% minority, 55% male.

**ACTIVITIES:** All testing and demographic information-gathering done by Intake Unit. Tests administered include: Beta (Nonverbal IQ Test), Cincinnati Career Selection System, California M Reading, Language and Arithmetic Skills Tests. Formal testing is followed by counselor-client intake interview. OJT, job development and placement coordinated by PEPSY counselors and job developers. Other services provided include counseling (diagnostic, juvenile therapy groups and programs, counselor training programs), transportation and cultural enrichment. Follow-up is being established.

**OUTCOME TO DATE:** 2,000 youth have been screened, with 1,000 found eligible for the program. 200-225 have been served, with an additional 50 to be processed. 270 clients projected to be served this year. 20 clients have been placed in jobs. 15 in nonsubsidized slots and 5 in subsidized positions. all 20 still at first placement.

**PROGRESS/PROBLEMS:** Hard getting started because many clients do not meet DOL eligibility criteria. Other referral networks have been sought. Problems associated with late funding and the court referral process also impede program progress.

**REPLICATION ISSUES:** Should be replicable by any prime sponsor.

**DOCUMENTATION AVAILABLE:** Giving workshop in Bloomington, Indiana, for National Youth Workers' Conference, June 30-July 3, 1977.

**DURATION OF GRANT:** October 1, 1976, to September 30, 1977.

**PRIME SPONSOR**

Portage County Commissioners  
Portage County Courthouse  
203 W. Main St., Ravenna, Ohio  
Jack Fowler  
216-297-5741

**PROJECT**

Job Teams Program  
150 North Chestnut  
Ravenna, Ohio  
Erik Thompson, General Administrator  
216-297-5531

**BRIEF PROJECT DESCRIPTION:** Experimental youth program for high school dropouts designed to improve their job attendance by creating work teams for manual labor modeled on athletic team competition. Program includes participants in a control group of noncompetitive teams.

**MAJOR GOALS AND OBJECTIVES:** To attain an average attendance rate of 86.8 in 6 months for experimental group, or significantly higher than a control group of participant youth.

**ORGANIZATION:** Prime sponsor operates program with no subcontracts, but 3 staff are full-time on this project. Project's General Administrator exercises considerable autonomy.

**STAFFING:** All staff hired for the program: general administrator, 2 clerical assistants, 4 counselors, specially trained under this grant for experimental group, and 4 supervisors for control group.

**BUDGET:**

Administration:	\$ 34,521
Participant Wages:	159,681
Fringe Benefits:	42,709
Services:	<u>124,275</u>
	\$361,186

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Until recently, general administrator personally recruited participants; now must use employment service for intake. Participants are 16-21, high school dropouts, including 50% women. "Reverse creaming" puts youth with greatest difficulties in control group.

**ACTIVITIES:** Assessment of records, interview and selection by general administrator. Medical exam required. Up to six months in PSE employment as laborer with no classroom component, followed by placement in other CETA slots. Coaches supply day to day counseling, CETA and staff supply

crisis intervention services. Both experimental and control groups get compensatory days off. A newsletter is published and award dinners are held. Successful program graduates will be compared for attendance and termination rates against comparable youth.

**OUTCOME TO DATE:** Of 53 participants in program up to May 1977, 12 have found PSE slots elsewhere, as planned, and 3 are in unsubsidized employment. 7 have dropped out or been terminated for various reasons.

**PROGRESS/PROBLEMS:** Problem attracting enough women; so will accept all women.

**REPLICATION ISSUES:** Requires a minimum of resources, but excellent, very dedicated staff.

**DOCUMENTATION AVAILABLE:** Publicity, informational brochures, participant newsletters are available.

**DURATION OF GRANT:** October 1, 1976 to September 30, 1977.

**PRIME SPONSOR**

Cameron County  
County Courthouse  
Brownsville, Texas  
R.A. Ramon  
512-546-2533

**PROJECT**

Demonstration Comprehensive Youth  
Training Program  
1156 East Elizabeth, #304  
Brownsville, Texas  
Richard Evangelou  
512-542-4351

**BRIEF PROJECT DESCRIPTION:** The project will provide 200 educationally and economically disadvantaged youth (potential in-school dropouts and dropouts ages 16-21) with comprehensive employment and training assistance and service including classroom training, OJT, work experience, job development, tutoring, counseling and other support services as needed.

**MAJOR GOALS AND OBJECTIVES:** The quantitative goals are to provide OJT for 50 youths for 20 hours per week at \$2.30 an hour. Another 160 clients are to receive youth training and occupational development for 20 hours a week for 36 weeks.

**ORGANIZATION:** This is a prime sponsor administered program.

**STAFFING:** The project is staffed by a project director and at least 5 counselor/teachers.

**BUDGET:**

Administration:	\$ 36,500
Wages:	112,700
Fringe Benefits:	8,847
Training:	89,525
Services:	39,074
	<u>\$286,646</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Clients are referred from local schools and the Texas Employment Commission. The project does its own recruitment as well. Clients have been 69 males and 112 females. 145 have been under 18 and 36 have been 19-21. 180 of the clients are in grades 9-11. 178 are Spanish American. 86 receive poverty assistance.

**ACTIVITIES:** Applicants are interviewed by a counselor/teacher regarding work history, educational attainment, degree of success in school and in personal occupational goals. Based on

this and school files, the interests of participants are determined and substantiated in aptitude tests. The project provides classroom training, OJT, job development, job placement and work experience. Other services include child care, health care, tutoring in academic work and the provision of transportation allowances. An employer evaluates the client at least once a month. Staff visit training sites at least once a week.

**OUTCOME TO DATE:** 181 clients have been served. Of these 3 have been placed in jobs.

**PROGRESS/PROBLEMS:** The funding was late which made it difficult to coordinate with students' timetables. In addition, the business community has been slow in providing OJT position.

**REPLICATION ISSUES:** Can be replicated by any prime sponsor.

**DOCUMENTATION AVAILABLE:** There will be a project report.

**DURATION OF GRANT:** October 1, 1976 to September 30, 1977.



**PRIME SPONSOR**

City of New Orleans, Mayor's Office  
1300 Perdido Street  
New Orleans, Louisiana  
Emmett S. Moten, Jr.  
504-586-4495

**PROJECT**

Youth Development Program  
1300 Perdido Street  
New Orleans, Louisiana  
Morris Jeff  
504-586-4212

**BRIEF PROJECT DESCRIPTION:** Project provides job development, job placement, OJT, counseling, and social support services to 325 disadvantaged youth to improve their future employability.

**MAJOR GOALS AND OBJECTIVES:** Provide income and work incentives to local youth by reducing barriers to gainful employment; provide access to area resources; increase clients' employability by offering skill training, self-image and job preparedness programs; increase local job opportunities through job and economic development and by changing employer attitudes.

**ORGANIZATION:** Project is a component of Office of Manpower and Economic Development Management System (OMED). Director of OMED responsible for program monitoring and evaluation.

**STAFFING:** 1 youth development coordinator; 1 assistant to the youth advocate to business; 2 counselors; 2 teacher/counselors; all are full-time staff.

**BUDGET:**

Administration:	\$ 73,846
Allowances:	119,600
Staff Wages:	63,312
Fringe:	6,331
Training:	61,833
Services:	44,308
	<u>\$369,230</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Local community agencies, (e.g., Department of Employment Security, Youth Service Bureau Probation Department, etc.) refer potential clients to Manpower Assistance Center (MAC) which determines client eligibility. Eligible referrals are enrolled in the Youth Development Program. Clients are disadvantaged, 16-21 and not in school full-time. Average participant age is 17; 40% juvenile offenders, 20% married, 95% minority.

**ACTIVITIES:** Youth Development Center Counselor assesses individual through interviews (job preferences, aspirations, skill levels, educational background, attitudes, self-image) and aptitude tests. A comprehensive employability program is developed for and with the client. Lead-up Program for 16-17 year olds. School program lasts six months and prepares youth for employment in skilled crafts, health services. Curriculum based on job preparedness and personal skills. Internship/Work Experience is crafts and health service OJT for 16-17 year olds, last six months of training. Vocational Readiness Program is for 18-21 year olds and is a 7 week job preparedness course with classroom training and OJT. Counseling and extensive support services (health care, mental health, legal aid, transportation, day care, food stamps and income maintenance referrals). No follow-up.

**OUTCOME TO DATE:** 189 clients served as of May, 1977. 5 placed in jobs, 1 completed training, 5 are still at first placement.

**PROGRESS/PROBLEMS:** Had to rewrite original grant. The goal of the new grant is to place 200 plus clients in a job readiness environment with an 8 month operating period. The OJT component was dropped. Project director feels 8 months is too short and should be extended to 12 months.

**REPLICATION ISSUES:** Should be replicable by any prime sponsor.

**DOCUMENTATION AVAILABLE:** Standard reporting forms.

**DURATION OF GRANT:** October 1, 1976 to September 30, 1977.

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**PRIME SPONSOR**

Governor of New Mexico  
P.O. Box 4218  
Santa Fe, New Mexico  
Jany E. Sanchez  
505-827-3111

**PROJECT**

Balance of State Title III Program  
604 Mountain Road, N.E.  
Albuquerque, New Mexico  
Art Armijo  
505-842-3049

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**BRIEF PROJECT DESCRIPTION:** The project will provide training in specific marketable skills, OJT, job development, a full-range of counseling, and other support services to 120 "most in need" unemployed youth (ages 16-21) in New Mexico.

**MAJOR GOALS AND OBJECTIVES:** The target goal is to place 60% of the clients (72) in unsubsidized employment. This will help to create a sense of competency, usefulness, belongingness, and power to the clients served.

**ORGANIZATION:** A state agency, the New Mexico Committee on Children and Youth (CCY) are subcontractors to the prime sponsor. The Governor's Office of Employment and Training (PS) monitors the project.

**STAFFING:** A project director and 7 youth placement agents are directly employed by the project. Additional staff including 4 area coordinators and a children services system coordinator will be utilized though not directly employed through Title III funds.

**BUDGET:**

Administration:	\$ 38,052
Wages:	198,240
Fringe Benefits:	18,416
Services:	114,522
	<u>\$369,230</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Clients are referred by the Employment Securities Commission, CCY, social services agencies and probate court. Others walk in. Thus far, the average age has been 17. 60% are Chicanos and 80% are returning to school.

**ACTIVITIES:** Intake testing is done by the Employment Securities Commission to identify attitudinal problems, learning and language barriers, physical and mental handicaps. An Employee Development Plan is designed.

Vocational Training: basic and occupational education are provided. In addition, OJT slots, job placement positions are vigorously pursued. Other services: clients receive 1-6 hours counseling a week. Other support services are available from other funding sources (CETA Title I). Follow-up is performed in any systematic manner.

**OUTCOME TO DATE:** As of May, 1977, 114 clients have been served. 80 have completed training and 32 have been placed in full-time jobs.

**PROGRESS/PROBLEMS:** Quantitative goals are pretty much on target. The main problem has been that the clients want part-time jobs and the business community wants to provide full-time employment.

**REPLICATION ISSUES:** Should be replicable by any prime sponsor.

**DOCUMENTATION AVAILABLE:** A project report will be available.

**DURATION OF GRANT:** October 1, 1976 to September 30, 1977.



**PRIME SPONSOR**

City of Springfield, Missouri  
Human Resources Department  
299 E. Commercial  
Springfield, Missouri  
Chet Dixon, Director  
417-862-0784

**PROJECT**

City of Springfield, Missouri  
Human Resources Department  
830 N. Boonville  
Springfield, Missouri  
Mary Schaeter  
417-862-0784 x 43

**BRIEF PROJECT DESCRIPTION:** Program uses team counseling concept to foster attitudinal and behavioral change among 200 financially disadvantaged youth (14-18) by providing educational readiness, vocational and interpersonal counseling, transportation and other social support services.

**MAJOR GOALS AND OBJECTIVES:** To develop a model manpower development program to help potential school dropouts deal with their attitudes toward school, society and self that form barriers to achievement. The major goal is to provide youngsters with adequate vocational, educational and guidance counseling to complete their secondary education.

**ORGANIZATION:** The Human Resources Department administers the program through the City Offices.

**STAFFING:** Program operations director (full-time); 3 youth counselors (full-time); 3 tutors (part-time); 1 training and education coordinator; 1 clerk typist; 1 counselor (control group-part-time).

**BUDGET:**

Administration:	\$ 14,292
Wages:	72,133
Fringe Benefits:	5,773
Services:	58,137
	<u>\$150,335</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Division of Family Services and school system major referral sources. Program eligibility determined by 41 item matrix. Clients are financially disadvantaged, 61% male, majority white, in 9th and 10th grade. Most from single parent homes with unemployed parent and average family size of 7.

**ACTIVITIES:** Intake: team develops 3 in-depth profiles: psychological, educational and vocational. Profiles determine major area of need. Vocational training: academic and work experiences divided into 3 levels according to client needs. Academic and paraprofessional tutoring. Clients generally have 2 hours counseling and 5 hours work experience per week. Graduating seniors are placed in jobs with supplemental vocational education courses. Other services: counseling - behavior modification, group and individual educational and vocational guidance. Personal services provided by part-time educational counselors: emergency transportation, physical examinations, emergency child care, food and housing. Follow-up: continuous program monitoring, analysis and evaluation. Data gathered on school attendance, dropout rate, grade point average for control and experimental groups. Work experiences evaluated from employer's perspectives. Post-testing on reading skills.

**OUTCOME TO DATE:** As of June, 198 clients served in work experience, training and counseling groups.

**PROGRESS/PROBLEMS:** No problems so far.

**REPLICATION ISSUES:** Should be replicable by any prime sponsor.

**DOCUMENTATION AVAILABLE:** Standard reporting forms. Handbook on replication and report on experimental design will be available August 31, 1977.

**DURATION OF GRANT:** September 3, 1976 to September 2, 1977.

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**PRIME SPONSOR**

St. Louis Department of Human Resources  
555 S. Brentwood Boulevard  
Clayton, Missouri  
Peggy Smith  
314-889-2167

**PROJECT**

Youth Career Development Project  
555 S. Brentwood Boulevard  
Clayton, Missouri  
Peggy Smith  
314-889-2167

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**BRIEF PROJECT DESCRIPTION:** Project is designed to hire and train 10 youth to serve as youth job and career developers. These youth are placed in Employment Service (ES) offices to provide vocational and personal counseling to local youth.

**MAJOR GOALS AND OBJECTIVES:** Train 10 youth in job development and placement techniques; assign them to Missouri State Employment Service to provide employment services to 3300 youth (16-21); to provide career information to county youth by personal appearances at job fairs, high schools, fraternal organizations, etc.

**ORGANIZATION:** Project administered by the Department of Human Resources which is responsible for funds disbursement, program monitoring and evaluation.

**STAFFING:** Coordinator of Youth Programs (part-time).

**BUDGET:**

Administration:	\$ 15,600
Wages (clients):	71,500
Fringe Benefits:	10,500
Training:	6,000
	<u>\$103,600</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Four area offices of Missouri Employment Service refer youth to Department of Human Resources. Youth Career Specialists are 16-21, unemployed or underemployed, possess high school diploma, GED, or some college, 3 male and 2 minority.

**ACTIVITIES:** Missouri Employment Service conducted two week training program for youth job developers. Classroom training in interviewing techniques, job development and placement skills, communication skills, small group dynamics; forms and procedures provided by Missouri ES for 2 week classroom training session with follow-up workshops. Youth career developers do employment service and

outreach work; attend job fairs, send letter to prospective youth employers and recruit youth for jobs. Program coordinator holds follow-up sessions every two weeks with youth career developers to discuss progress/problems, develop outreach activities, etc.

**OUTCOME TO DATE:** 9 youth career developers have served 1497 youth seeking employment; 345 were placed in jobs and 597 terminated.

**PROGRESS/PROBLEMS:** Youth career developers were terminating clients too fast. Program coordinator intervened and encouraged career developers to wait before client termination. Human resources wants career developers to do outreach; ES expects career developers in office at all times. The job is not fully defined and clarified.

**REPLICATION ISSUES:** Agency must agree to take on young career developers. Career developer job duties must be clearly defined.

**DOCUMENTATION AVAILABLE:** Standard reporting forms.

**DURATION OF GRANT:** September 3, 1976 to September 2, 1977.

**PRIME SPONSOR**

Pueblo County Manpower Administration  
720 North Main Street, Suite 320  
Pueblo, Colorado  
John Romaro  
303-543-2951

**PROJECT**

Youth Employment Pilot Project  
720 North Main Street, Suite 320  
Pueblo, Colorado  
Rudy Krasovac  
303-543-2951

**BRIEF PROJECT DESCRIPTION:** Project employs 34 economically disadvantaged youth on a part-time basis as part of a work experience or OJT component.

**MAJOR GOALS AND OBJECTIVES:** Project aims to provide youth with part-time jobs in the public sector, OJT in the private sector, income and career development counseling to enhance clients' future and present employability with participating employers.

**ORGANIZATION:** The Pueblo County Manpower Administration runs the project out of its Client Services Division.

**STAFFING:** 1 full-time program coordinator; 1 full-time counselor and job development specialist.

**BUDGET:**

Administration:	\$ 4,205
Allowances:	7,791
Wages:	30,183
Fringes:	1,810
Training:	2,797
Services:	10,189
	<u>\$56,975</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Referrals are from 1976 Summer Youth Program. 40% males; 75% Spanish surnamed, 20% Anglo. All are high school seniors who have maintained a "C" average and meet CETA Title III requirements. Parent approval required for program participation.

**ACTIVITIES:** Vocational and general aptitude tests administered with summer counselors and program coordinator making final selection. OJT in private sector; work experience in public sector--cooperative employers selected (clients find jobs as records clerks, teachers' aides, health ward aides, administrative aides, dietary workers) and clients placed. Attempts made to place those not retained afterwards

by employers or not wishing to continue their education through efforts of Employment Service and Job Development Unit. Career development sessions held twice monthly which parallel those of Title I and II and for which participants are paid. There are field trips to four companies. Monthly assessment of students; student assessments of jobs and program; required DOL reports and survey to assess participant benefits.

**OUTCOME TO DATE:** 34 clients served; 9 completed training (2 negative terminations).

**PROGRESS/PROBLEMS:** Recession made OJT placement difficult. Revised program placement and training objectives: all clients go through job preparation before OJT and work experience. Problem coordinating program with school schedules.

**REPLICATION ISSUES:** Replicable by any prime sponsor.

**DOCUMENTATION AVAILABLE:** Program handbook will be available.

**DURATION OF GRANT:** October 1, 1976 to September 30, 1977.

**PRIME SPONSOR**

Jefferson County CETA Administration  
8790 West Colfax  
Lakewood, Colorado  
Edward Brantz  
203-232-8020

**PROJECT**

Youth Employment Project  
8790 West Colfax  
Lakewood, Colorado  
Henry F. Barr, Coordinator  
203-232-8020

**BRIEF PROJECT DESCRIPTION:** Special services to economically disadvantaged youths who are entering the labor force at a competitive disadvantage. Only 16-18 year old youth are now being served.

**MAJOR GOALS AND OBJECTIVES:** To provide intensive manpower services to eligible youth in order to familiarize youth with world of work; provide a stable, positive work experience; impart job skills, vocational training and remedial education; place 110 youth in permanent, unsubsidized jobs; provide post-placement services to ensure youth in labor force for 30 days.

**ORGANIZATION:** Program development responsibility of program administration division of CETA prime sponsor. Referrals from many community agencies.

**STAFFING:** One program administrator, full-time; 2 career guidance counselors, full-time; secretary; student volunteers.

**BUDGET:**

Administration:	\$ 26,332
Allowances:	5,000
Wages & Fringes	43,327
Training:	30,242
Service:	35,604
	<u>\$140,505</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Referrals from agencies. Title I eligibility standards. Clients: 13% in school, 30% Department of Corrections, 55% dropouts, 69% white, 2 black, 2 Native American; 15 Spanish American; 2 others served.

**ACTIVITIES:** Multidimensional assessment: job placement decision based on pertinent counseling reports, work records, school records, aptitude tests, and attitudes expressed in personal interviews with career counselor. Use of Singer career development package. Classroom training education;

OJT, job development, job placement, work experience. Other services include counseling (in every form), wilderness experience program, transportation, medical care, day care. Follow-up: 30 days after youth placed in unsubsidized job with particular stress on 1st weeks of employment when adjustment to work setting is most crucial.

**OUTCOME TO DATE:** As of June, 90 clients served. 37 currently enrolled. 32 placed or otherwise employed. 8 other positive, 14 negative.

**PROGRESS/PROBLEMS:** Required change of age in clients served (from 16-21 age group to 16-18) harder to place younger people in OJT. Higher illiteracy than expected. Transportation a problem. Goal achievement ahead of schedule.

**REPLICATION ISSUES:** Should be replicable by any prime sponsor.

**DOCUMENTATION AVAILABLE:** Final report. Possible future handbook.

**DURATION OF GRANT:** October 1, 1976 to September 30, 1977.



**PRIME SPONSOR**

Alameda County Training & Employment  
Board  
22738 Mission Boulevard  
Hayward, California  
Sureh Dutia  
415-881-6077

**PROJECT**

Alameda County Youth Program  
County Program for Poly Drug Using Youth  
401 Broadway  
Oakland, California  
Ms. Lin Falk  
415-874-7622

**BRIEF PROJECT DESCRIPTION:** This project provides vocational and pre-requisite academic training in conjunction with drug counseling to youth 16-21 years old, poly drug users. Motivational counselor offers intense career planning and counseling while Project Eden counselors address all drug issues. Concurrently clients may attend classroom training in basic education and GED, prior to or concurrent with a work experience vocational training placement for 6 months.

**MAJOR GOALS AND OBJECTIVES:** To enhance the employability of participants, lead to employment opportunities and assist participants in becoming economically self-sufficient. Goal is job placement of 14 of 45 participants, with 18 other positive terminations.

**ORGANIZATION:** Alameda County Youth Program subcontracts from Alameda County Training and Employment Board to manage the project. It works closely with Project Eden's counselors who contribute in-kind services.

**STAFFING:** 1 motivational counselor (full-time); 1 clerical intake worker (part-time); 5% director's time, 11.7% job developer; 50% payroll clerk.

**BUDGET:**

Administration:	\$ 16,124
Training:	7,828
Services:	37,131
Wages:	23,400
Fringe:	800
Allowances:	35,100
	<u>\$120,385</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Project Eden, a community based drug counseling program recruits through its crises operation and counseling program. Of 33 clients served, 15 are women, 25 Spanish surnamed, 2 black, 11 public assistance recipients. Most are high school dropouts and Chicanos.

**ACTIVITIES:** Intake by motivational counselor at the Alameda County Youth Program to determine eligibility and suitability. Eligibility follows regular CETA guidelines and individual must be a nonopiate polydrug user. Vocational counseling provided by ACYP, referrals and drug counseling by Project Eden, basic education classes, work experience in skill area of choice and availability. Other services: supportive health, day care and transportation reimbursement are available. Follow-up: all positive terminations will be contacted at 30, 90, 180 and 270 day intervals.

**OUTCOME TO DATE:** 32 served, 1 placed in job, as of June, 1977.

**PROGRESS/PROBLEMS:** Contract did not begin until January, 1977. They are requesting continued funding.

**REPLICATION ISSUES:** Should be replicable by any prime sponsor where the need exists and a drug counseling program is available.

**DOCUMENTATION AVAILABLE:** A final report will be available.

**DURATION OF GRANT:** November 1, 1976 to October 31, 1977.

**PRIME SPONSOR**

Office of Human Resources  
Honolulu Job Resource Center  
79 South Nimitz Highway  
Honolulu, Hawaii  
Theresa Chun, Administrator  
808-523-4541

**PROJECT**

Youth Employability Program  
79 South Nimitz Highway  
Honolulu, Hawaii  
Robert Zimmerman, Coordinator  
808-523-4101

**BRIEF PROJECT DESCRIPTION:** During a 90 day contractual period, high school dropouts and potential dropouts (14-21) are provided educational and employability services: youth counseling, work experience, OJT and a GED (if necessary). When program ends, clients referred to local social service agencies of Title I programs.

**MAJOR GOALS AND OBJECTIVES:** To combat three youth employability problems--lack of high school diploma, lack of work experience and youth alienation. Objectives are to develop incentives to keep potential dropouts in school; provide counseling, work experience and methods to obtain GED to dropouts; and, provide a work readiness program.

**ORGANIZATION:** Administered by Office of Human Resources, City and County of Honolulu which is responsible for funds disbursement, program monitoring and evaluation.

**STAFFING:** 1 program coordinator; 3 counselors; 1 accountant.

**BUDGET:**

Administration:	\$ 22,283
Wages:	171,072
Fringe Benefits:	6,099
Training:	22,810
Services:	<u>37,736</u>
	\$260,000

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Local schools and youth service agencies refer potential clients to program. Participants must be disadvantaged, dropouts or potential dropouts. 65% male; 60% 18 and under.

**ACTIVITIES:** Intake: Most referrals tested by other agencies or schools. Occasionally, clients take California Achievement or GATB. Selection done by Honolulu Job Resources Center with Title I forms used to determine program eligibility. Vocational counseling is

provided. Clients placed in subsidized jobs or referred to Honolulu Community College to obtain GED. Before client termination, counselor develops a future employment goal program for each participant. Other services: supportive Title I programs and services are available including day care, medical and legal assistance, etc. 180 day follow-up.

**OUTCOME TO DATE:** 250 clients served with 6 placed in unsubsidized jobs.

**PROGRESS/PROBLEMS:** Hard to find "sympathetic" employers to hire youth in jobs, even when subsidized.

**REPLICATION ISSUES:** Should be replicable by any prime sponsor.

**DOCUMENTATION AVAILABLE:** Standard reporting forms with final report.

**DURATION OF GRANT:** October 5, 1976 to September 30, 1977.



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**PRIME SPONSOR**

Pierce County Manpower  
2401 South 35th Street  
Tacoma, Washington  
Ms. Frances Herrick  
206-593-4940

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**PROJECT**

Youth Career Guidance Program  
2401 South 35th Street  
Tacoma, Washington  
Ms. Jan Felt  
206-593-4940

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**BRIEF PROJECT DESCRIPTION:** Five career guidance counselors work in County Youth Service Centers to provide counseling and information to under/unemployed youth (including high school dropouts) regarding opportunities and needs of area work world. Dropouts and potential school dropouts are a special target group and receive assistance with high school completion. Counselors develop a career profile, arrange work experience opportunities for economically disadvantaged youth, make referrals to vocational and other post-secondary educational programs, and develop relations with local employers for potential job placements.

**MAJOR GOALS AND OBJECTIVES:** To provide highly visible work experience programs aimed at enhancing employability. To provide the community with services they might not ordinarily afford. To provide career guidance and direction for the segment of youth most likely to be forgotten by society.

**ORGANIZATION:** The Pierce County, Washington, Prime Sponsor operates the program. The Prime Sponsor provides payroll and support services, backup for CETA eligible participants and other manpower services, such as placement and referral to other CETA programs. Youth services centers provide space to career guidance counselors and to participants.

**STAFFING:** 1 project manager, 1 clerk assistant, 5 guidance counselors, all full-time.

**BUDGET:**

Administration:	\$ 35,214
Services to Participants (includes counselor wages):	91,863
Participant Wages and Benefits:	272,923
	<u>\$400,000</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:** Referrals are from juvenile courts, peers, youth centers, school counselors, and administrators. Most enrollees are 16-18 years old, in school or without a high school diploma. About 50% are male, 50% female.

**ACTIVITIES:** Evaluations based on school and work records, personal and family interviews. Work experience job slots are developed by joint efforts of program staff and local nonprofit and governmental agencies. Wages are \$2.30/hour with emphasis on developing experience and building self-esteem, rather than on skills training. Counseling is the backbone of the project—from development of needs and career profile to referral to support agencies and manpower services. Support services are for emergency medical/dental care, transportation to job/site interviews, registration fees to vocational schools (if necessary). Follow-up occurs at 30-60-90 days and 1 year. Nonpositive terminees will receive follow-up 60 days after termination in the form of a questionnaire. An exit interview is administered to all participants as they leave the program for feedback about program, skills acquired, counseling received, etc.

**OUTCOME TO DATE:** There have been 159 participants in work experience program; 102 in counseling only. There have been a total of 261 enrollees, with 80 terminations. Of the terminations, 11 have entered unsubsidized employment, 53 are other positive, and 16 nonpositive terminations (as of May 31, 1977). The program goal is to serve 317.

**PROGRESS/PROBLEMS:** Project manager would like the freedom to place participants in other than nonprofit Government-funded jobs. Employers and communities have expressed a general improvement in their concept of this segment of youth and a renewed faith in their value and potential.

**REPLICATION ISSUES:** Replicable by any prime sponsor.

**DOCUMENTATION AVAILABLE:** Battery of statistical data available on request, as well as evaluation from an open-ended questionnaire.

**DURATION OF GRANT:** October 1, 1976, to September 30, 1977. Possible 3-month extension.

**EX-OFFENDERS**

**PRIME SPONSOR**

Cumberland County Commissioners  
142 Federal Street  
Portland, Maine  
J. E. Lyons  
Executive Director  
207-775-5891

**PROJECT**

Project Thruway  
107 Elm Street  
Portland, Maine  
Ellen Perez  
207-775-5891

**BRIEF PROJECT DESCRIPTION:** A short-term program to meet the employment and employability needs of offenders through skills training, inculcation of positive work habits, attitudes, and behavior patterns, concentrated application of job development and strategic intervention and counseling in personal and familial situations and in the use of free time. If incarcerated, may apply to program when eligible for work release (up to 6 months before release).

**MAJOR GOALS AND OBJECTIVES:** Primary objective is to bring the unemployed and underemployed to full employment. Goals for termination:

	#	# positive
Work Experience	83	68
OJT	32	28
Other than classroom	10	10
Overall termination	125	
Positive	106	
Placements	96	
Other	10	
Negative	19	

**ORGANIZATION:** Operated by CETA Office. Considerable support is provided by criminal justice agencies and other service agencies.

**STAFFING:** Coordinator, 2 counselors, 2 job developers, 1 secretary/receptionist.

**BUDGET:**

Administration:	\$ 22,252
Allowances:	5,520
Wages:	73,265
Fringe Benefits:	6,593
Training:	46,700
Services:	45,670
	<u>\$200,000</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Participants selected from Maine Correctional Center (MCC), Maine Youth Center, Maine State Prison, Cumberland County Jail, Maine and Federal Department of Probation and Parole, and Pharo's House, plus referrals from other sources, such as Alcoholics Anonymous. Average age is early 20's, males: 75% have alcohol problems; poor work histories; 45% have no GED or high school diploma.

**ACTIVITIES:** Assess client background and needs with GMS and Birkman. Employment counseling, pre-vocational classroom training, educational classes (remedial education, clerical training), other than classroom training, job development through public relations and contact with employers; OJT for job-ready participants, work experience (placement on public or private nonprofit job site). Other services: Individual and group counseling, driver education, free bus tickets; up to \$50 for medical-dental care, and social skills training. Follow-up: Once a week contact during first 2 months, contact with employer on an "as needed" basis, follow-up contact with employer for 3 months after unsubsidized placement.

**OUTCOME TO DATE:** As of June 1977, 105 clients served; 61 terminated—48 permanent unsubsidized, 3 other positive, 10 negative (3 to jail).

**PROGRESS/PROBLEMS:** Project too short-term to meet all client needs. Difficult to find good work experience sites due to poor labor market and some negative attitudes from industry. Need more long-term vocational training. Better referral and job development recently.

**REPLICATION ISSUES:** Should be replicable by any prime sponsor if sufficient support is available from criminal justice agencies and other service agencies.

**DOCUMENTATION AVAILABLE:** Standard reporting forms.

**DURATION OF GRANT:** October 1, 1976, to September 30, 1977.

**PRIME SPONSOR**

Niagara County Manpower Development  
and Training, Niagara  
County Courthouse  
Lockport, New York  
716-434-6339

**PROJECT**

Ex-Offender Program  
County Courthouse  
Lockport, New York  
Mark Fiorello  
716-434-9191

**BRIEF PROJECT DESCRIPTION:** Ex-offender program for soon to be released inmates, offering training in social, academic and vocational skills with a BOCES (vocational school) program, work experience slot or OJT position.

**MAJOR GOALS AND OBJECTIVES:** To increase employability and employment rate of ex-offenders. To outreach 680 eligible inmates, select 51 appropriate for CETA program, enroll 31 in BOCES course, 30 in OJT and 33 in work experience.

**ORGANIZATION:** Operated by prime sponsor, with two new CETA staff hires for this project. NYS Department of Correctional Services, NYS Division of Youth and the Niagara County Probation Department provide referrals.

**STAFFING:** Project coordinator, 1 counselor/service aide (part-time); 1 typist.

**BUDGET:**

Administration:	\$ 40,242
Allowances:	71,587
Wages:	87,360
Fringe:	10,614
Training:	59,266
Services:	11,217
	<u>\$280,286</u>

Modification granted to use planned second counselor's salary (services) and OJT money for work experience and classroom training.

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Agencies cited above refer up to 60 days before eligible client's release. Project staff screens. Planned for 26 aged 16-18; 48 ages 19-25; and 30 aged 26 and over; with sex ratio of eligible population. Actual client profile about 80% male, 85% white.

**ACTIVITIES:** Intake: Staff counselor visits each applicant in prison; explains program, assesses eligibility; and if selected, client is enrolled in one of three programs before release. BOCES training: 23 weeks in one of 4 trades or 46 weeks in one of 3 others; 25 hours/ week at \$2.30/hour allowance. Work experience: short-term placement in public or nonprofit agency, or OJT in specific trades with no classroom component. Other services: Work Therapy Counseling. Follow-up: Planned at 5, 30, 60, 90 days after placement; counselor prepares follow-up report. Supervisory follow-up forms submitted for each client by instructors or supervisors. Client can submit optional participant comment form.

**OUTCOME TO DATE:** As of May, 1977, 55 clients enrolled in BOCES; 5 of 11 in classroom training have finished; 8 others placed in jobs, full-time.

**PROGRESS/PROBLEMS:** Expect to achieve goals but be underspent at year's end due to late start. Budget modification adjusts to clients needs, applying some OJT money to work experience slots.

**REPLICATION ISSUES:** An added component to overall CETA program, highly replicable.

**DOCUMENTATION AVAILABLE:** Standard reporting forms.

**DURATION OF GRANT:** October 1, 1976 to September 30, 1977; extension expected.

**PRIME SPONSOR**

County of Onondaga Manpower  
Civic Center, 421 Montgomery St.  
Syracuse, New York  
Eulas Boyd

**PROJECT**

Intervention II  
YWCA, 339 Onondaga Ave.  
Syracuse, New York  
Marie Sidoti, Director  
315-422-3123

**BRIEF PROJECT DESCRIPTION:** This program offers women ex-offenders clinics in job readiness and basic life skills, work therapy and counseling or referral to resolve other barriers to employment (e.g., legal, medical, housing), so that clients will be ready for the work world.

**MAJOR GOALS AND OBJECTIVES:** To overcome participants' attitudinal and logistic barriers to employability. To reduce recidivism. Targets are to enroll 100; to place 75% of program graduates in training programs or job placement.

**ORGANIZATION:** Prime sponsor subcontracts to YWCA which houses and operates program. The YWCA Executive Director is the program administrator; her assistant is the on-line supervisor. The YWCA Board of Directors serve on the project steering committee.

**STAFFING:** Six full-time, 2 part-time staff: project administrator, 1 intake counselor, both part-time. Assistant administrator, 2 job readiness counselors and 2 probation officers. 2 general counselors, one at Y, one visits inmates.

**BUDGET:**

Administration:	\$ 14,037
Allowances:	2,860
Training:	6,500
(supplies, consultants for work therapy sessions)	
Client Services:	<u>79,134</u>
(includes counselors' salaries)	

\$102,531

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Recruitment by staff; outreach to correctional institutions, or referrals from probation and parole. Participants must be ex-offenders without jobs or family support or setting, not job-seeking or attending school. Clients served typically have custody problems, wide range of offenses, abilities, ages, needs.

**ACTIVITIES:**

Orientation is group sessions; each client and counselor prepares her "life and work plan," client enters group social activities prior to Job Readiness Clinic. Job Readiness Clinic, focusing on personal and social skills, money management, parenting, tapping community resources and health. Work therapy sessions strengthen confidence, skills through interview role plays, group counseling. Crisis housing at Y; referrals and counseling to solve each individual problem. All clients become YWCA members and are encouraged to participate in its activities. Participants channelled to city and county CETA and jobs; hope to achieve exit interviews for 95%. After placement through other Titles, this project to follow-up informally.

**OUTCOME TO DATE:** As of June, 1977 95 have entered program (40 now active). 12 have job placements. Many are planning to finish high school. Most still have medical/legal/other problems. Only 2 women have been rearrested.

**PROGRESS/PROBLEMS:** The assistant director is anxious to have residency requirements clarified (i.e., based on home town, correctional institution, or place of arrest. Some clients need more time in program.

**REPLICATION ISSUES:** Desirable program where there are correctional facilities, effective service agencies, and facility such as YWCA to house program. Requires extremely dedicated staff to meet range and extent of participants' problems.

**DOCUMENTATION AVAILABLE:** Standard reporting forms.

**DURATION OF GRANT:** November 15, 1976 to November 14, 1977.



**PRIME SPONSOR**

Prince William County Manpower  
Programs

9300 Lee Avenue  
Manassas, Virginia  
Andrew Moore  
703-368-9171 x 249

**PROJECT**

Skill Training Employment Placement  
Upward Projects

9410 North Battle Street, #2  
Manassas, Virginia  
Robin Leist  
703-361-9139

**BRIEF PROJECT DESCRIPTION:** STEP-UP provides vocational counseling, limited OJT, job placement and follow-up to male and female offenders, and occupational skill training. Project emphasizes development of employer contacts.

**MAJOR GOALS AND OBJECTIVES:** Clients receive attitudinal, behavioral and community service awareness and sensitivity training to facilitate transition. Vocational counseling and career development provided to enhance prospects of employability. Employers are made more sensitive to needs of clients and receive technical assistance to redesign jobs. Efforts are made to place female clients in nontraditional jobs. Contact is maintained with Probation and Parole officers.

**ORGANIZATION:** Branch of an existing Title I program. Project Director in central office of STEP-UP in Norfolk provides guidance. Close ties are maintained with Apprenticeship/Outreach Program, Bureau of Apprenticeship Training, building and construction leaders.

**STAFFING:** Director, in Norfolk, part-time; supervisor/offender specialist, job developer, secretary/bookkeeper, all full-time.

**BUDGET:**

Administration:	\$12,500
OJT Allowance:	4,140
Training:	8,988
Services:	37,060
	<u>\$62,688</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Most referrals from Probation/Parole officers. Also flyers are distributed to reach ex-offenders who have no supervision. No client profile available.

**ACTIVITIES:** GATB testing is performed in penal institutions prior to release. Vocational counseling provided to develop employability plan. OJT positions provide promised placement after training is completed. Community skill training classes allow for upward mobility of clients and build self-esteem. Emphasis is on "sensitizing" employers. Other services: occupational training, tuition paid. Offender specialist will contact employers weekly in first three weeks, then at 1, 2, 3, and 6 month intervals.

**OUTCOME TO DATE:** As of May 2, 1977, 111 clients enrolled in program, with 49 job placements, of which 43 are in first job and 6 are in second job.

**PROGRESS/PROBLEMS:** Many clients in need of schooling and/or vocational training and have been referred to GED and vocational training programs. Also, job slots must be within walking distance as there is no public transportation and clients don't have cars.

**REPLICATION ISSUES:** Replicable by any prime sponsor.

**DOCUMENTATION AVAILABLE:** Evaluations will be done by Federal Representatives in June.

**DURATION OF GRANT:** October 1, 1976 to September 30, 1977.



**PRIME SPONSOR**

Macomb County Community Services Agency  
59 N. Walnut  
Mt. Clemens, Michigan  
Edward Bonior  
313-469-5220

**PROJECT**

Macomb County Sheriff's Department  
Rehabilitation Center  
43565 Elizabeth Rd., P.O. Box 568  
Mt. Clemens, Michigan  
Michael Busch  
313-469-5517

**BRIEF PROJECT DESCRIPTION:** A vocational training program in electronics or auto repair for sentence or detained inmates. Average participation expected to be 13 weeks. Inmates can then finish training through Title I, or CETA will aid in job placement. Job development for releases and other support services provided.

**MAJOR GOALS AND OBJECTIVES:** Rehabilitate and train 210 inmates, total for the program. Provide vocational training in electronics and auto repair and provide individual vocational and related counseling to inmates.

**ORGANIZATION:** Run in the Macomb County Jail Rehabilitation Center by prime sponsor. Vocational coordinator was with the agency previously and now is located at jail to run program.

**STAFFING:** Vocational coordinator, instructor in auto repair, instructor in electronics repair, volunteer coordinator, 25 volunteers.

**BUDGET:**

Administration:	\$ 15,450
Training:	104,502
Services:	18,795
	<u>\$138,747</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Intake/Discharge Counselor (funded by LEAA) interviews and orients all inmates detained/sentenced for more than 72 hours. Current client profile--all males; 27 white, 4 black, 1 Native American; 2 age 18 and under, rest 19-44; 10 without high school degrees, 8 with high school degrees, rest unknown. Women will be admitted in July.

**ACTIVITIES:** Basic data gathered by Intake/Discharge Counselor. Selected referrals made to Diagnostic Classification Staff who assess needs, develop treatment plans, etc. Offenders without severe psychosocial problems vocationally tested. Those without

behavior problems are allowed into Rehabilitation Center for programs. Vocational coordinator interviews and tests to determine type of job client suited for. Intake/Vocational Counselor refers accepted clients to vocational instructor for course. 20 hours per week training in auto repair or electronics. Motivated students can attend 2 sessions a day; 40 hours per week. Vocational counseling provided to inmates not in classes. Job development and placement or referral to Title I training program arranged. Volunteers visit inmates' families, provide any needed help when inmate released. Discharge Counselor and Vocational Coordinator work on placement for releasees.

**OUTCOME TO DATE:** As of June 28, 1977, 51 clients served. 30 in classes, 5 terminated for behavior problems. Some became trustees, and thus had to leave program. 1 unemployed. 3 referred to further Title I training. 3 in unsubsidized employment.

**PROGRESS/PROBLEMS:** Project only started April 1. Can train only 36 at a time, but will reach goal.

**REPLICATION ISSUES:** Adequate and appropriate space for auto repair classes. Existence of auto repair and electronics jobs in areas people returning to. Provision of training just prior to release. Need for intake and classification staff--if not already at facility would have to be hired.

**DOCUMENTATION AVAILABLE:** Standard reporting forms.

**DURATION OF GRANT:** Originally January 1, 1977 to December 31, 1977 but because Rehabilitation Center, where the vocational training was to be located, was not completed by January, 1977, the start of the grant was delayed until April 1, 1977 and will run to March 31, 1978.

**PRIME SPONSOR**

Black Hawk County, Iowa  
Black Hawk County Courthouse  
Waterloo, Iowa  
David Mazur  
319-291-2547

**PROJECT**

Women Offenders Program.  
KWVL, Franklin & 4th Streets  
Waterloo, Iowa  
Beatrice Allen  
319-291-2547

**BRIEF PROJECT DESCRIPTION:** The project provides classroom training, OJT, work experience, counseling, job development and placement, job advocacy and supportive services to 50 women offenders.

**MAJOR GOALS AND OBJECTIVES:** The goals of the project are to provide job training and employment opportunities for women offenders. By doing this and through emphasizing areas of relatively undersupplied labor positions, the project staff hope to place 37 of the 50 participants in unsubsidized employment.

**ORGANIZATION:** The project is administered by the CETA prime sponsor.

**STAFFING:** The project is staffed by a manpower specialist and a part-time volunteer graduate student who is doing a practicum. A local women's center donates training and workshops in assertiveness and job preparation.

**BUDGET:**

Administration:	\$ 20,000
Allowances:	40,000
Wages:	14,000
Benefits:	4,000
Training:	14,000
Services	<u>8,000</u>
	\$100,000

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Most of the clients are referred from 4 local facilities of the Department of Court Services. Approximately half the clients have been black.

**ACTIVITIES:** The assessment of clients is done by the manpower specialist using GATB and Performance Level Testing. She assesses work history, education, SES background, goals and attitudes. Every client takes a 2-week career assessment program as well. Project staff provide classroom training and job development. They also secure OJT slots, solicit job interviews, provide work experience, as well as assist clients in drafting resumes and acquiring references. If necessary, staff and employer provide job re-

structuring for participants. Job and personal counseling are an integral part of project services. Transportation, child care, health care and family planning are also available through stipends. The manpower specialist checks performance of client within 90 days after termination from the project.

**OUTCOME TO DATE:** A total of 51 women offenders have or are receiving training; of these 12 have been placed.

**PROGRESS/PROBLEMS:** The majority of offenders are difficult to place because of employers' attitude...

**REPLICATION ISSUES:** A project of this nature requires close associations with the business community. This is necessary to ensure OJT slots and work experience positions for offenders, a difficult population to provide employment for.

**DOCUMENTATION AVAILABLE:** The manpower specialist is preparing a handbook. The prime sponsor will prepare a report on the nature, structure, procedures and effectiveness of the project once it has terminated.

**DURATION OF GRANT:** September 7, 1976 to December 31, 1977.

**PRIME SPONSOR**

Sacramento-Yolo Employment & Training Agency  
1225 8th Street  
Sacramento, California  
Sylvia Navarre  
916-441-4380

**PROJECT**

Parole/Probation Jobs Program  
1225 8th Street  
Sacramento, California  
Lou Cushenberry  
916-441-4380

**BRIEF PROJECT DESCRIPTION:** The project is staffed by ex-offenders and is established to assist parolees/probationers in securing jobs. The jobs are subsidized for one year after which the Department of Corrections (DOC) will support a few positions. Counseling support, funds for education and other support services are provided.

**MAJOR GOALS AND OBJECTIVES:** The goals are to provide employment for 25 parolees/probationers in correctional jobs with civil service status, provide evaluative findings to DOC for consideration of statewide expansion, and to aid offenders in securing gubernatorial pardons.

**ORGANIZATION:** The program is administered by the prime sponsor.

**STAFFING:** The staff consists of 1 director, 2 counselors (1 full-time, 1 part-time), 1 secretary and a part-time accountant.

**BUDGET:**

Administration:	\$ 13,296
Wages:	193,452
Fringe:	27,872
Training:	4,470
Services:	<u>30,910</u>
	\$300,000

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Clients are referred from the DOC and CETA Title I programs. Of 29 clients, 7 have been women, and 10 are from minority groups. The offenders range from juvenile alcohol users to murderers.

**ACTIVITIES:** Once selected, clients attended a 3 day orientation session to the world of work and then started jobs which are to last for one year. There is direct placement in correctional jobs. The program pays tuition expenses and also pays for attendance at conferences or workshops that are job-related. Funds are available for tools, work clothes, transportation and other support services. Counselors contact participants regularly providing advice and assistance in personal and job-related problems. There are also monthly rap sessions.

**OUTCOME TO DATE:** As of June, 1977, 4 clients have been placed in unsubsidized jobs.

**PROGRESS/PROBLEMS:** To get the Department of Corrections to pick up on positions that the clients are placed in for one year, the incumbent must gain civil service status, which entails an examination and previous job experience. The clients are not competitive on either criterion.

**REPLICATION ISSUES:** Replication requires a Department of Corrections which agrees to accept ex-offenders for employment.

**DOCUMENTATION AVAILABLE:** Standard reporting forms.

**DURATION OF GRANT:** November 1, 1976 to October 31, 1977.

**RURAL**

**PRIME SPONSOR**

St. Lawrence County (New York)  
Court & Judson, Canton, New York  
Carlton L. Doane  
315-379-2246

**PROJECT**

Assistant Manager & Agricultural Workers  
Court & Judson, Canton, New York  
Alson Caswell, Coordinator  
315-379-2246

**BRIEF PROJECT DESCRIPTION:** Rural program to retrain and upgrade skills of displaced dairy farmworkers, and provide training in supervision and job restructuring to prospective OJT employers.

**MAJOR GOALS AND OBJECTIVES:** Enroll 20 adults to qualify for farm management positions and 30 young adults for training in farm equipment operation; to place 40 of 50 enrollees.

**ORGANIZATION:** CETA coordinates program. Subcontract to Canton Ag-Tech College provides work experience and classroom training; State Employment Services's rural representatives and Volunteer Consultant Group contribute assistance.

**STAFFING:** Full-time special program coordinator; full-time clerk/typist. Subcontract to Canton Ag-Tech College provides trainers and placement officer; 6 volunteer advisors.

**BUDGET:**

Administration:	\$ 30,420
Allowances:	36,750
Participants' Wages &	
Benefits:	24,735
Training:	55,500
Client Services:	16,660
	<u>\$164,065</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:**

CETA staff and rural farm representatives of New York State Employment Services recruit. Some media publicity. Title I eligibility criteria. Management course participants are 18-45, with one woman. Machine operators are 18-22, older than expected.

**ACTIVITIES:** New York State Employment Services, in cooperation with CETA staff, interviewed applicants. Two vocational training courses: (1) 600 hours at Canton Ag-Tech College with up to 100 days OJT, for 20 adults in farm management; and (2) 120 hour course for young adults in farm equipment operation with additional hours in

OJT. Canton Ag-Tech developed curricula for training. Personal counseling, basic and transportation allowances are given. Program coordinator of prime sponsor is available to counsel placed workers. Clients will fill out questionnaires when course completed.

**OUTCOME TO DATE:** Courses not complete as of April 23, 1977. Of 22 enrollees 3 had returned to former jobs, 2 dropped out, 4 placed at higher than usual pay on local farms.

**PROGRESS/PROBLEMS:** Expanded farm equipment course to adapt to local farmer's needs is necessary.

**REPLICATION ISSUES:** This approach to displaced workers could be applied to other industries, where employers willing to restructure jobs, and training facilities available. This program is new to the dairy industry.

**DOCUMENTATION AVAILABLE:** Standard reporting forms.

**DURATION OF GRANT:** October 1, 1976 to September 30, 1977.



**PRIME SPONSOR**

Richmond Area Manpower System  
1113 W. Moore St.  
Richmond, Virginia  
Ralph E. Leach, Manpower Administrator  
804-780-8377

**PROJECT**

Mobile Education Training Program  
Powhatan-Goochland Community Action Agency  
Rt. 1, Box 1-D, Powhatan, Virginia  
Frank Harris, Project Director  
Rick Bell, Lead Teacher  
804-598-3351

**BRIEF PROJECT DESCRIPTION:** The project brings remedial education and job-related education and information to rural poor residents of 2 counties. Job information, classroom instruction and guidance related to personal budgeting, placement referrals, health remediation, job-seeking techniques and test-taking are provided by teachers traveling in mobile units. Expect 240 clients to be reached.

**MAJOR GOALS AND OBJECTIVES:** To overcome lack of transportation in rural areas by taking education to people. To award GED certificates to approximately 10%, provide job-related information to 40% of clients served. To refer estimated 50% of clients served to Title I placement services and/or Virginia Employment Commission (VEM) for job placement with an expected placement of half. To demonstrate replicability by transferring service to 2 sister counties in latter half of program.

**ORGANIZATION:** Prime sponsor administers program and subcontracts to Powhatan-Goochland CAA. P-GCAA hires teachers and provides technical assistance, monitoring, linkage with support agencies.

**STAFFING:** Full-time staff: 5 teachers, 2 jobmobile technicians, 1 bookkeeper. Part-time staff: P-GCAA coordinator/monitor, prime sponsor administrator.

**BUDGET:**

Staff Wages and	
Fringe Benefits:	\$ 63,265
2 Mobile Units and	
Equipment:	119,226
Administration Costs,	
including Bookkeeper:	26,424
Allowances:	74,520
(310.50 x 250 participants)	\$283,435

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Recruitment via door-to-door interviews, flyers, referrals from local churches

or schools. Clients are rural adults economically disadvantaged (22+ years); rural youth (17-21) under/unemployed; rural handicapped, veterans, offenders; other CETA eligibles not covered above.

**ACTIVITIES:** Intake carried out in mobile units by Jobmobile technicians; screening and testing by ABLE standards to determine grade level; educational diagnosis made by teachers. Remedial education geared to enhance employment prospects. "Classroom" instruction for each participant up to 3 hours per week in each community with approximately 6 hours of homework. Visiting teachers will spend additional estimated hour in each home each week to provide follow-up instruction and guidance. Counseling on job market conditions, employer/employee relations, vocational-occupational pursuits. Some personal and financial/budgetary counseling provided when necessary. Supplies, teaching aids, learning kits available in vans to all participants. Upon completion of METP, clients are referred to Title I CETA for additional support services, OJT opportunities, skill training, work experience and placement opportunities.

**OUTCOME TO DATE:** As of May 1, 1977, there are 152 participants enrolled in the program, with 140 presently receiving full spectrum of vocational upgrading techniques.

**PROGRESS/PROBLEMS:** Grade level of participants drastically below expected level; therefore, potential job search services delayed because more time than expected is being spent on very remedial education. Lead teacher suggested only a very small percent of enrollees would reach a point where they would be ready for referral to Employment Service according to plan schedule.

**REPLICATION ISSUES:** Replication possible by any prime sponsor, although jobmobiles must be purchased and equipped.

**DOCUMENTATION AVAILABLE:** Standard reporting forms.

**DURATION OF GRANT:** October 1, 1976 to September 30, 1977.



**PRIME SPONSOR**

Tulare & King Counties Comprehensive  
Manpower Agency  
1620 West Mineral King Avenue  
Visalia, California  
Robert Scott  
209-733-4387

**PROJECT**

Job Training for Rural Women  
1620 West Mineral King Avenue  
Visalia, California  
Susan Raycraft  
209-733-4380

**BRIEF PROJECT DESCRIPTION:** The project emphasizes nontraditional placements. Work experience and counseling take place in first 3 months, then OJT or unsubsidized placement takes place.

**MAJOR GOALS AND OBJECTIVES:** To strengthen and expand job opportunities and placement services for rural women. To prepare rural women to take advantage of these opportunities. To eliminate barrier to equal employment. To offer work experience to 50 women and OJT to 40 women.

**ORGANIZATION:** Operated by prime sponsor. The project director was hired specifically for this project. Industry Task Force helps identify jobs and problems for clients.

**STAFFING:** Project coordinator, half-time counselor, half-time placement specialist.

**BUDGET:**

Administration:	\$ 18,000
Wages:	71,500
Fringe:	8,000
OJT	40,000
Services:	38,000
	<u>\$175,500</u>

Grant modification eliminates \$10,000 of OJT and replaces it with 2 job developers.

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Recruitment by rural outreach centers; employment service and local newspaper ads. Also agency referrals. The rural women are 3% black, 20% Chicano, with an average of 11th grade education. Ages range from 19-38 with an average of 23-26.

**ACTIVITIES:** Local community college offers occupational interest tests. Project offers one day counseling and 4 days work experience for 3 months. Work experience provided in freeway maintenance, police and fire departments and county maintenance (carpentry,

painting and mechanics). Placement in OJT follows. Child care and transportation are provided. 30, 60, and 90 day follow-ups. Placed women come back to talk to other clients.

**OUTCOME TO DATE:** As of May, 1977, 60 have been served. 11 completed training. 9 placed (all still in first placement).

**PROGRESS/PROBLEMS:** Project director feels understaffed. Low salaries have caused staff turnover. Originally grant planned for 30 to go directly to OJT; training needs showed that only 10 could bypass work experience. Having a difficult time interesting small employers in women in OJT for nontraditional jobs.

**REPLICATION ISSUES:** Although the project was for rural women, the activities would apply to any prime sponsor.

**DOCUMENTATION AVAILABLE:** Standard progress reports.

**DURATION OF GRANT:** October 1, 1976 to September 30, 1977.

**PRIME SPONSOR**

City of Merced Manpower Department  
2222 M Street  
Merced, California  
Jimmie Flowers  
209-726-7324

**PROJECT**

New Career Opportunities for Women  
2222 M Street  
Merced, California  
Eddy Tate  
209-726-7317

**BRIEF PROJECT DESCRIPTION:** The project will recruit and select 36 economically disadvantaged rural women with basic skills who will be provided job training, academic exposure, intensive personal support, job placement and other support services for a one year period.

**MAJOR GOALS AND OBJECTIVES:** To encourage rural women to enter nontraditional occupations, to provide economic equity to women in Merced County and to remove barriers to rural female employment.

**ORGANIZATION:** Operated by the prime sponsor.

**STAFFING:** A program coordinator and an employment and training counselor, both full-time.

**BUDGET:**

Administration:	\$ 13,472
Services:	60,451
Training:	24,920
Wages:	38,880
Fringe:	3,190
Allowance:	61,868
	<u>\$202,781</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Recruitment by program staff and CETA staff. Most referrals are from the Community Action Agency. All 36 clients are women heads of households with an average age of 27. More than half receive welfare and two-thirds never held a job. 9 are Hispanic, 5 black and 22 white.

**ACTIVITIES:** The employment and training counselor assesses applicant qualifications. General testing is optional. Tests include the Kuder Occupational Interest Survey, General Aptitude Test Battery, California Psychological Inventory and Merced College Placement Tests. Classroom training, GJT, work experience, job placement, assertiveness training, job preparation and workshops on problems for women in the work world. Training

offered includes animal health technician, wastewater plant operator, machinist, claims representative. Aside from intensive personal support, the clients can access health care, child care, transportation, tutors, clothing assistance and other services. Follow-ups are done on a 30, 60, 90, and 180 day basis. Both employee and employer satisfaction are determined.

**OUTCOME TO DATE:** 35 clients have been served. Though training is not completed, 2 women have been placed.

**PROGRESS/PROBLEMS:** The major problem was clients failing to show up for work at appointed times. The project coordinator took a "hard line" approach and was more successful.

**REPLICATION ISSUES:** Replicable by any prime sponsor.

**DOCUMENTATION AVAILABLE:** Standard reporting forms.

**DURATION OF GRANT:** January 1, 1977 to December 31, 1977.

## OLDER WORKERS

**PRIME SPONSOR**

New York Balance-of-State  
Room 563, Building 12  
State Office Campus  
Albany, New York  
Helen Storey  
518-457-5011

**PROJECT**

Homemaker Home Health Aide Training  
Program  
New York State Office for the Aging  
Agency Building #2, 3rd Floor  
Albany, New York  
John Snyder, Program Coordinator  
518-474-1946

**BRIEF PROJECT DESCRIPTION:** This program trains older workers to be visiting health aides to homebound, physically dependent rural elderly.

**MAJOR GOALS AND OBJECTIVES:** To train 90 participants for employment by various local service agencies; to provide alternative to long-term institutional care to homebound elderly.

**ORGANIZATION:** The state's Office for the Aging acts as lead agency. Linking local advisory committees and local lead agencies, throughout the state, which receive funds to subcontract for their own training and service programs.

**STAFFING:** 1 full-time coordinator and program specialist, and 2 half-time program specialists. Local lead agencies employ RN supervisor, trainees and clerical support as needed.

**BUDGET:**

Administration:	\$ 43,349
(including funds to localities)	
Wages:	139,038
Benefits:	15,294
Training:	59,715
Services:	68,595
	<u>\$325,991</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Recruitment at local level by offices of State Employment Service and local Manpower Offices with referrals from the Department of Social Services, Public Health nursing services and County Offices for the Aging. Participants are 55 or older, in good health.

**ACTIVITIES:** Applicants screened by local advisory boards, assessed for attitude and ability. Physical certification from doctor is required. Minimum 60 hours of classroom training and work experience supervised by prospective employing service agency, using developed New York State guidelines and curricula. Training typically conducted by local ROSES extension.

Other services include travel allowances, counseling and referral as needed, e.g., for housing and relocation. Placement is coordinated by RN Coordinator with cooperation of Departments of Health and Social Services and the Office of the Aging; trainees are monitored at 30 day intervals.

**OUTCOME TO DATE:** As of April, 1977, screening was underway but no training had started.

**PROGRESS/PROBLEMS:** So interactive with various state agencies that scheduling and coordination is difficult. Late start due to illness of original director; requesting DOL modification to extend program May 1, 1977 to April 30, 1978.

**REPLICATION ISSUES:** Proposal already developed, but difficult to administer. Decentralized system is difficult to coordinate.

**DOCUMENTATION AVAILABLE:** Standard reporting forms.

**DURATION OF GRANT:** November 1, 1976 to October 31, 1977 with a request to extend through April 30, 1978 submitted.

**PRIME SPONSOR**

Board of County Commissioners, Lee County  
P.O. Box 398  
Ft. Meyers, Florida  
L.H. Whan  
813-335-2259

**PROJECT**

HEART  
3800 Michigan Avenue  
Ft. Meyers, Florida  
Oliver Payne, CETA Director, or  
Joan Steele, Project Director  
813-334-8184

**BRIEF PROJECT DESCRIPTION:** Project is a continuation and expansion of award-winning "HEART," a current program for Senior Citizens (55+) funded through CETA Title I. Trains senior citizens as Health Aide/Homemakers and places them in jobs. Basic concept is to train Senior Citizens and older workers to become Health Aide/Homemakers serving their own indigent peer groups.

**MAJOR GOALS AND OBJECTIVES:** To train 140 older workers as Health Aide/Homemakers. Resolve problem of age discrimination as a barrier to employment. Provide needed service to older residents. Expect 110 will teach work experience stage.

**ORGANIZATION:** Lee County (prime sponsor) subcontracts to the School Board of Lee County. Monitoring and evaluation is a prime sponsor responsibility. Referrals received from several local senior citizen organizations, social service agencies, and local news media.

**STAFFING:** Assistant administrator, secretary, 3 registered nurses, 2 community service specialists.

**BUDGET:**

Administration:	\$ 30,936
Allowance to Clients:	51,000
Wages to Clients:	45,900
Training Costs:	93,325
Services to Clients:	15,919
	<u>\$237,080</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Advertises in local papers and radio; local clubs, organizations, post offices, etc. approached; speaking engagements. Clients must meet Title I criteria and must function at or above 10th grade level.

**ACTIVITIES:** Applicants pretested to determine at what educational level they are functioning. First 6 weeks--180 hours classroom training. Second 6 weeks--classroom training 6 hours per week and work experience up to 6 hours per day. Work experience: field RN visits and evaluates patient needs and makes assignments. Transportation is also provided. Field RN will continue to personally observe client and patient together in a working relationship from time to time. Reassignment if serious problem arises. After 360 hours students receive certificates as Home Health Aides. Job development and placement will be a referral request for aides from either office and via word of mouth.

**OUTCOME TO DATE:** 174 applicants; 123 served to date; completed training and received certificates; 40 placements to date.

**PROGRESS/PROBLEMS:** Many "older workers" qualify for nurse's aide/orderly certificate in addition to the Health Aide/Homemaker certificate. This qualifies them for work in hospitals or nursing homes and many are getting full-time jobs in institutions rather than going to individuals' homes.

**REPLICATION ISSUES:** Need RN's and medical equipment for training; good health care referral network; demand for Homemakers and Health Aides.

**DOCUMENTATION AVAILABLE:** Curriculum materials and standard reporting forms.

**DURATION OF GRANT:** October 18, 1976 to September 30, 1977.



**PRIME SPONSOR**

Greater Ft. Worth Manpower Consortium  
100 Throckmorton  
Ft. Worth, Texas  
Mr. Richard Sapp  
817-335-7211 x 231

**PROJECT**

Older Workers Program  
1411 East 18th Street  
Ft. Worth, Texas  
Thom Espy  
817-336-4011 x 214

**BRIEF PROJECT DESCRIPTION:** Program designed to provide job training and employment opportunities for workers 45 and older.

**MAJOR GOALS AND OBJECTIVES:** To develop and provide services to older workers. Expect to serve 800 clients and to: insure special skills training, OJT, and work experience; develop outreach program; provide special job development effort; conduct reorientation to work world; coordinate and develop agreements with other service agencies.

**ORGANIZATION:** Project is directly under supervision of prime sponsor. Board of Directors is Manpower Consortium's policy committee.

**STAFFING:** Special program coordinator (part-time, job developer); clerk/typist; case manager; assessment specialist; counselor-trainer; labor market analyst.

**BUDGET:**

Administration:	\$ 52,260
Allowances:	67,396
Wages:	26,275
Fringes:	9,252
Training:	95,973
Services:	<u>118,074</u>
	\$369,230

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Outreach provided under a grant from National Council on Aging. Prime sponsor staff also assist in recruitment. Project works with existing agencies (Department of Public Welfare, Area Agency of Aging, Texas Employment Commission, etc.) to identify clients. Client profile: average age 56.5; at least 60% are high school graduates; income of \$3900/year; 53% white.

**ACTIVITIES:** Consortium intake staff provide initial intake and eligibility assessment. Then referred to special unit staffed to provide in-depth assessment of each eligible older worker applicant. Specific assessment tools are being developed. Vocational training: job development and placement, reorientation to workforce, job training, OJT, work experience, classroom training. Other services: counseling, health services, transportation, day care, dental treatment, hearing aids, financial assistance. Follow-up at 30, 60, and 90 days.

**OUTCOME TO DATE:** 300 clients served; 0 completed training; 53 placed in jobs.

**PROGRESS/PROBLEMS:** Program design was for group 45-55, but many clients are over 60. Recruitment somewhat of a problem.

**REPLICATION ISSUES:** Need support of other agencies serving elderly.

**DOCUMENTATION AVAILABLE:** Final report and perhaps a manual will be produced at end of project.

**DURATION OF GRANT:** October 1, 1976 to September 30, 1977.



**PRIME SPONSOR**

City of Wichita  
455 Main Street  
Wichita, Kansas  
316-268-4351

**PROJECT**

Older Workers Project  
455 Main Street  
Wichita, Kansas  
316-268-4351

**BRIEF PROJECT DESCRIPTION:** The project serves a population of older workers (45+) and is designed to place and/or maintain them in the labor force. This is done through classroom training, OJT, skills training, job referrals and job development. Support services are provided by the Senior Services Inc.

**MAJOR GOALS AND OBJECTIVES:** The stated quantitative goals are to provide service to 140 clients. 90 are to receive classroom training and 50 will be provided OJT. In addition the project hopes to provide 300 job referrals which will result in 225 full and part-time jobs. Another 150 persons will receive vocational counseling.

**ORGANIZATION:** The project is administered by the Prime Sponsor with the assistance of Senior Services, Inc.

**STAFFING:** An employment development director and 2 manpower specialists. Staff are subsidized by other CETA titles and Senior Services Inc.

**BUDGET:**

Administration:	\$ 6,000
Allowances:	5,000
Training:	20,000
Services:	7,000
	<u>\$40,000</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Senior Services Inc. draws in most of the clients. Some hear about the project from media spots, leaflets or newspaper advertisements. The clients have been mostly women, generally over 55 years of age.

**ACTIVITIES:** Participants are assessed for work history, training, education, etc. to aid in matching them with job openings. They are referred to other CETA training programs where appropriate.

Classroom training emphasizes 6 industrial skills which have been determined to be in demand in the labor market. All participants in skill training under a Job Preparation Workshop. There is a job clearinghouse run by the manpower specialist. GED training is available through CETA Title I. Personal and job counseling are provided to the participants. Other support services are available from Senior Services Inc. Follow-up: usually the placed employees come into the office where they talk with project staff. Some employers are contacted as well.

**OUTCOME TO DATE:** As of the end of April (4 weeks into the project), 35 candidates had been interviewed of which 3 were placed in training.

**PROGRESS/PROBLEMS:** The project started late.

**REPLICATION ISSUES:** A project of this nature needs job placement specialists sensitive to older worker problems. A senior services center is very helpful.

**DOCUMENTATION AVAILABLE:** Standard reporting forms.

**DURATION OF GRANT:** September 3, 1976 to September 2, 1977.

**PRIME SPONSOR**

Weld County CETA  
P.O. Box 1805  
Greeley, Colorado  
Walter Speckman, Executive Director  
Division of Human Resources  
303-351-6100

**PROJECT**

Senior Aide Program  
P.O. Box 1805  
Greeley, Colorado  
Ms. Lanya Bump  
303-351-6100

**BRIEF PROJECT DESCRIPTION:** Elderly citizens are placed in part-time subsidized positions as coordinators in local communities to disseminate elderly service information and assist elderly residents. This project represents an add-on to a pilot program that's been running for 2 years.

**MAJOR GOALS AND OBJECTIVES:** To provide potential use of elderly workers; provide subsidized employment for estimated 10 elderly under/unemployed citizens; provide dissemination of information on existing elderly services to rural elderly residents; maintain self-sufficiency of rural elderly by providing regular supportive assistance thereby enabling them to stay out of nursing homes.

**ORGANIZATION:** Prime sponsor coordinates project and provides all administrative support. Also, oversees total of 17 senior aid coordinators.

**STAFFING:** Project coordinator is a PLS Vista volunteer. The wages of six senior aide coordinators are paid with Title III money (2 more expected soon).

**BUDGET:**

Salaries for 10 senior aide coordinators:	\$26,000
(1/2 time at \$2.50/hour)	
Fringe:	3,120
Transportation and Support Services:	5,000
Administration:	3,400
	<u>\$37,250</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Mayor's office in local communities suggests names of elderly citizens as potential coordinators; Mayor picks and hires coordinators. Coordinators must be 55+ years, have resided in the community a long time, be known and respected in that community and show leadership qualities. Backgrounds range from housewives to former business professionals.

**ACTIVITIES:** Training is ongoing in that monthly, all-day meetings are held with project director and staff from elderly service agencies. These meetings provide information on services that coordinator will then disseminate to their community. Information is constantly being updated. Discussions usually center around needs of elderly and how to deal most effectively with these needs. Activities are created to combat loneliness and allow for self-help and group-help.

**OUTCOME TO DATE:** Project has hired 10 senior aide coordinators. These coordinators are assisted by up to 300 community volunteers who range in age from 10 to 80 years. Daily activities range from providing health service to a shut-in to providing assistance for an elderly-sponsored community dinner.

**PROGRESS/PROBLEMS:** Project has been very successful in generating enthusiasm and support within the communities as well as very strong alliances with staff of elderly service agencies. Local communities are arranging to fund continuation of program when Title III money runs out.

**REPLICATION ISSUES:** Replicable by any prime sponsor where agencies for the elderly are strong in rural areas.

**DOCUMENTATION AVAILABLE:** Monthly reports based on senior aide coordinators documentation are prepared by prime sponsor and distributed in the PLS office in Denver, DCL and Area Council on Aging.

**DURATION OF GRANT:** October 1, 1976 to September 30, 1977 with possible one or two month time extension.

OTHER

**PRIME SPONSOR**

Bridgeport Manpower Consortium  
Employment & Training Administration  
City Hall, 45 Lyon Terrace  
Bridgeport, Connecticut  
Bruce K. Jeannot, City of Bridgeport  
Administrator  
203-576-7035

**PROJECT**

Voucher Program for Unemployment  
Insurance Exhaustees  
47 Lyon Terrace  
Bridgeport, Connecticut  
Ms. Ins Bogardus  
203-576-7195

**BRIEF PROJECT DESCRIPTION:** The project provides 60-75 unemployment insurance exhaustees with vouchers to purchase training in an occupation having good prospects for future unsubsidized employment.

**MAJOR GOALS AND OBJECTIVES:** To serve those having outdated or no skills and who have consequently been unemployed for a long time; and, to test the voucher concept as a means of overcoming the mismatch between job requirements and job seeker skills.

**ORGANIZATION:** Program administered by Operations Unit of the CETA Public Service Employment Office (PSE). State ES selects clients, certifies eligibility and helps in job referrals after training. CETA Administration and Finance Unit coordinate and disperse client voucher payments.

**STAFFING:** One full-time job developer and Program Director recently added to the CETA-PSE Operations Unit staff. Both perform intake, orientation and assessment, job development. Each aids participants in obtaining support services and counseling.

**BUDGET:**

Training:	\$ 67,000
Administration:	18,550
Support Services:	53,150
Supplies:	400
Staff Travel:	400
Fringe Benefits:	10,000
	<u>\$150,000</u>

**RECRUITMENT PROCESS/CLIENT PROFILE:**

Prime sponsor advertises program via local media resources. CSES compiles list of unemployment insurance exhaustees, contacts and supplies information to prospective clients; interested "walk-ins" complete applications at local CETA office.

**ACTIVITIES:** General Aptitude Tests given to all clients; some tested for college work suitability. Client investigates and procures training with counselor approval. Counselor uses labor market information to know match between client training and employment opportunity. If public or nonprofit training unavailable, applicant secures ETA counselor approval for private sector training. Counselors, job developers and CSES place clients after training. \$250 (maximum) provided for child care, transportation, counseling and medical care. Participant training follow-up after 3 days and 2 weeks by counselor or job developers. MIS unit used to track participants 30-90 days, 6 months-1 year after job termination.

**OUTCOME TO DATE:** 48 clients served; 10 completed training. 8 placed in jobs, 8 still at first placement.

**PROGRESS/PROBLEMS:** No stipend is available so clients have left program if they've found a job. Agencies responsible for referrals have not always informed their clients about the program.

**REPLICATION ISSUES:** Since there is no stipend, clients must be highly motivated. Clients also make own occupational choices with the voucher system.

**DOCUMENTATION AVAILABLE:** Standard reporting forms.

**DURATION OF GRANT:** October 1, 1976 to September 30, 1977.

**PRIME SPONSOR**

State of South Carolina  
Governor's Office  
State Contracts of Special Projects  
1800 St. Julian Place  
Columbia, South Carolina  
Bernard Jenkins  
803-758-2866

**PROJECT**

English for Employment Program Indo-  
Chinese Refugee Agency  
P.O. Box 1520  
Columbia, South Carolina  
Kay Rogers  
803-758-8300

**BRIEF PROJECT DESCRIPTION:** Teaches English to Vietnamese refugees in a classroom setting. Upon course completion the clients are referred to Employment Service and Indo-Chinese Refugee (ICR) Agency for job placement.

**MAJOR GOALS AND OBJECTIVES:** Major goal is to enhance employability of population and place in jobs. Goal is to serve 116 and place 94 in employment.

**ORGANIZATION:** Program is run by the Indo-Chinese Refugee Agency, a state organization established 2 years ago.

**STAFFING:** 8 teachers full-time, 1 project developer, 1 clerk/typist.

**BUDGET:**

Administration:	\$ 44,608
Allowances:	210,528
Training:	84,000
Services:	<u>60,864</u>
	\$400,000

**RECRUITMENT PROCESS/CLIENT PROFILE:**

The majority of the participants come to the agency seeking assistance and are informed about the language program. All limited English speaking Indochinese who receive public assistance are eligible and will be contacted.

**ACTIVITIES:** Intake is an oral bilingual interview session wherein need level is assessed. Gates English Capability Test, Miami, Michigan, Ad. Performance Level tests are administered. Students receive 6 hours instruction daily as required to improve English language skills. Emphasis in learning is on occupational skill developments. ICR Agency follows ES efforts in assisting job placements. Other services: CETA Title I services are provided. Follow-up: will be done by Employment Security Commission of South Carolina.

**OUTCOME TO DATE:** 133 served; 43 completed training; 30 have jobs.

**PROGRESS/PROBLEMS:** In order to pass GATB and qualify for Title I training, an individual must have a reading ability of English. This program only teaches spoken English.

**REPLICATION ISSUES:** Replication requires Vietnamese-English bilingual instructors.

**DOCUMENTATION AVAILABLE:** A final report will be available.

**DURATION OF GRANT:** October 1, 1976 to September 30, 1977.



**PRIME SPONSOR**

Cleveland Area Western Reserve Manpower  
Consortium  
1501 Euclid Avenue  
Cleveland, Ohio  
Dr. Vladimir J. Rus and Larry Mackie  
216-694-2400

**PROJECT**

Parents and Responsible Employment  
1001 Huron Road  
Cleveland, Ohio  
Mrs. McGrail  
216-781-2944 x 200

**BRIEF PROJECT DESCRIPTION:** The project provides work experience and skill training for 200 parents of abused or neglected children. Another 100 such clients will be provided manpower support services.

**MAJOR GOALS AND OBJECTIVES:** To provide almost 300 CETA eligible parents of abused or neglected children with counseling, skill training, education, manpower development services and comprehensive supportive social services. The project also represents a research program designed to test the hypothesis that lack of employment or underemployment are significant contributing factors to incidence and/or severity of child abuse and neglect.

**ORGANIZATION:** The Manpower Consortium offers training slots and allowances. The Federation for Community Planning is subcontracted to coordinate the Child Abuse Program.

**STAFFING:** Personnel working for the project include the director-coordinator, 2 job developers, 4 employment counselors, a secretary and a clerk typist.

**BUDGET:**

Administration:	\$ 79,760
Participant Allowances:	128,000
Training Costs:	31,000
Manpower Services:	161,000
	<u>\$399,760</u>

**REFERRAL PROCESS/CLIENT PROFILE:**

Clients are referred from the County Welfare program which maintains a Child Abuse Registry. The clients have been mostly women in their late 20's. About half the clients have been white.

**ACTIVITIES:** After County Welfare refers the client, she is interviewed by staff from the Federation for Community Planning. The client is then sent to the Assessment and Referral Unit of CETA where a battery of tests are administered.

The project is locating businesses to provide OJT and work experience for the clients. Training is provided by the local skills center or proprietary schools. The clients are provided the full spectrum of CETA supported services. After placement, the project staff will contact the employer after 30 days to discern problems and progress. The research component will be following up clients for up to a year.

**OUTCOME TO DATE:** As of May, 1977, 20 clients had been served. None of the clients have completed training.

**PROGRESS/PROBLEMS:** Not all clients coming to the program are really seeking program services. They have been referred by Welfare but are not necessarily motivated.

**REPLICATION ISSUES:** There is a need for extensive social services support from a CETA organization. It is innovative in that it is both an employment project and a social experiment.

**DOCUMENTATION AVAILABLE:** The project staff will be developing training materials.

**DURATION OF GRANT:** October 1, 1976 to September 30, 1977. Currently negotiating for extension and for incorporation into Title I.



The list on this page presents the reports which were produced by Abt Associates Inc. as part of the Documentation of the National Program of Selected Population Segments (Contract No. 20-25 77-20, U.S. Department of Labor, Employment and Training Administration). These reports may be ordered from.

National Technical Information Service  
5285 Port Royal Road  
Springfield, Virginia 22151

*Documentation of the National Program of Selected Population Segments. Phase I Report* A compendium of the NPSPS program with one page summaries of the 82 projects which were funded  
Principal Authors: Audrey Prager, Judith Goldberg

*New Approaches to CETA Training: An Overview of the Title III National Program for Selected Population Segments*  
Principal authors. Louise Strayhorn, Judith Goldberg

1. Putting the "Teams" Spirit in Youth Training  
The JOB TEAMS Program  
Ravenna, Ohio  
Author: Lawrence Lad
2. Addressing Youth Employment Needs The Youth Employment and Training Service  
Albuquerque, New Mexico  
Author: Judith Goldberg
3. Join the Employed Generation PEPSY  
Preparation and Employment Program for Special Youth  
Cincinnati, Ohio  
Author: Carol Blew
4. Upgrading Women and Work:  
The "NEW" Experience  
Crookston, Minnesota  
Author: Lawrence Lad
5. Women Embark on New Careers The Displaced Homemakers Program  
Fort Wayne, Indiana  
Author: Barbara Rovin
6. Women in Commissioned Sales A Training Project  
Monmouth County, New Jersey  
Author: Audrey Prager
7. New Hope for Women Ex-Offenders:  
Project Esperanza  
San Jose, California  
Author: Dean Ericson
8. Training Wheels: Educational Support for Rural Areas  
The Mobile Education Training Project  
Richmond, Virginia  
Author: Louise Strayhorn
9. Ready, Willing and Disabled:  
The Story of Project Employ  
Columbus, Ohio  
Authors: Peter Desmond, Mark Johnston
10. Target Manpower Services for the Handicapped  
Baltimore, Maryland  
Authors: Kent Chabotar, Peter Desmond
11. Seniors as the Focus of Community Effort: The Weld County Senior Aide Program  
Greeley, Colorado  
Authors: Jan Skinner, Michaelyn Holmes
12. Transplanting HEART A Replication Manual  
Lee County, Florida  
Author: Michaelyn Holmes

For more information on this and other programs of research and development funded by the Employment and Training Administration, contact the Employment and Training Administration, U.S. Department of Labor, Washington, D.C. 20213, or any of the Regional Administrators for Employment and Training whose addresses are listed below.

# Location

# States Served

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Boston Mass 02203

Connecticut  
Maine  
Massachusetts

New Hampshire  
Rhode Island  
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New York NY 10036

New Jersey  
New York  
Puerto Rico  
Virgin Islands

P.O. Box 8796  
Philadelphia Pa 19101

Delaware  
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South Carolina  
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Chicago Ill 60604

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Kansas City Mo 64106

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Denver Colo 80202

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1001 Main Street  
Seattle Wash 98101

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